

**PRE-PLAN ANALYSIS  
FOR THE  
CANYONS OF THE ANCIENTS NATIONAL MONUMENT  
MANAGEMENT PLAN**

**RECOMMENDED:**

\_\_\_\_\_  
LouAnn Jacobson, Monument Manager

\_\_\_\_\_  
Date

**RECOMMENDED:**

\_\_\_\_\_  
Cal Joyner, Field Manager

\_\_\_\_\_  
Date

**APPROVED:**

\_\_\_\_\_  
Ann Morgan, Colorado State Director

\_\_\_\_\_  
Date

## TABLE OF CONTENTS

<b>A.</b>	<b>INTRODUCTION AND BACKGROUND .....</b>	<b><u>1</u></b>
<b>B.</b>	<b>PURPOSE AND NEED .....</b>	<b><u>2</u></b>
	<b>Need for the Development of a Monument Management Plan .....</b>	<b><u>3</u></b>
	<b><u>Purpose of this Preparation Plan Analysis</u> .....</b>	<b><u>4</u></b>
<b>C.</b>	<b>PLANNING AREA DESCRIPTION .....</b>	<b><u>5</u></b>
<b>D.</b>	<b>GOALS AND OBJECTIVES .....</b>	<b><u>5</u></b>
	<b><u>Interim Management Policy For Lands Under Wilderness Review</u> .....</b>	<b><u>7</u></b>
	<b><u>State Director's Guidance for the Canyons of the Ancients National Monument</u> ...</b>	<b><u>8</u></b>
<b>E.</b>	<b>ANTICIPATED ISSUES, MANAGEMENT CONCERNS AND PRELIMINARY PLANNING CRITERIA .....</b>	<b><u>13</u></b>
<b>ISSUE 1:</b>	<b>How will the Cultural and Natural Resources of the Canyons of the Ancients National Monument be preserved? .....</b>	<b><u>14</u></b>
	<b>PRESERVATION OF CULTURAL VALUES .....</b>	<b><u>14</u></b>
	<b>TERRESTRIAL WILDLIFE .....</b>	<b><u>14</u></b>
	<b>VEGETATION .....</b>	<b><u>15</u></b>
	<b>RIPARIAN AND WATER RESOURCES .....</b>	<b><u>15</u></b>
	<b>WILDERNESS STUDY AREAS .....</b>	<b><u>16</u></b>
	<b>FIRE MANAGEMENT .....</b>	<b><u>16</u></b>
<b>ISSUE 2.</b>	<b>How will people's activities and uses be managed? .....</b>	<b><u>17</u></b>
	<b>PRIVATE AND COMMERCIAL RECREATION USE .....</b>	<b><u>17</u></b>
	<b>HUNTING .....</b>	<b><u>18</u></b>
	<b>LIVESTOCK GRAZING MANAGEMENT .....</b>	<b><u>18</u></b>
	<b>OIL AND GAS AND VALID EXISTING RIGHTS .....</b>	<b><u>19</u></b>
	<b>FUEL WOOD AND POST CUTTING .....</b>	<b><u>19</u></b>
	<b>UTILITY CORRIDORS, RIGHTS-OF-WAYS, AND WITHDRAWALS .....</b>	<b><u>20</u></b>
	<b>LAND TENURE ADJUSTMENTS .....</b>	<b><u>20</u></b>
	<b>RELATIONSHIP WITH IN-HOLDINGS .....</b>	<b><u>20</u></b>
	<b>NATIVE AMERICAN VALUES .....</b>	<b><u>20</u></b>
	<b>NATIVE AMERICAN TRIBAL LANDS .....</b>	<b><u>20</u></b>
<b>ISSUE 3:</b>	<b>How will Monument management be integrated with other agency and community plans? .....</b>	<b><u>20</u></b>
	<b>COUNTY LAND USE PLANS .....</b>	<b><u>21</u></b>
	<b>EMERGENCY SERVICES .....</b>	<b><u>21</u></b>
	<b>HOVENWEEP NATIONAL MONUMENT .....</b>	<b><u>21</u></b>
	<b>TOURISM MANAGEMENT .....</b>	<b><u>22</u></b>
	<b>US FISH AND WILDLIFE SERVICE CONSULTATION .....</b>	<b><u>22</u></b>

ISSUE 4.	What facilities and infrastructure are needed to provide visitor services and administration of the Monument? .....	<u>22</u>
ISSUE 5.	How will transportation and access be managed? .....	<u>23</u>
F.	PLANNING CRITERIA .....	<u>24</u>
G.	DATA AND NEEDS .....	<u>25</u>
	TABLE 1: Preparation Plan Data Needs and Status .....	<u>27</u>
H.	PARTICIPANTS IN THE PROCESS .....	<u>37</u>
1.	ROLES, RESPONSIBILITIES, AND AUTHORITIES .....	<u>37</u>
a.	<u>Management Team</u> .....	<u>37</u>
b.	<u>Interdisciplinary Team (I.D. Team)</u> .....	<u>37</u>
c.	<u>Core Team</u> .....	<u>38</u>
d.	<u>Ad Hoc and Support</u> .....	<u>38</u>
e.	<u>GIS &amp; Internet Coordinators</u> .....	<u>39</u>
f.	<u>Planning/Environmental Staff</u> .....	<u>39</u>
g.	<u>Community Involvement</u> .....	<u>39</u>
2.	TEAM LISTS .....	<u>39</u>
a.	<u>Management Team</u> .....	<u>39</u>
b.	<u>Core Team</u> .....	<u>40</u>
c.	<u>Interdisciplinary &amp; Support Teams</u> .....	<u>41</u>
I.	FORMAT AND PROCESS FOR THE PLAN .....	<u>42</u>
1.	GENERAL STEPS AND FORMAT .....	<u>42</u>
2.	ALTERNATIVE FORMULATION .....	<u>42</u>
3.	INTERNAL REVIEW OF THE PLAN .....	<u>42</u>
4.	FORM OF INPUT FROM I.D. TEAM AND REVIEWERS .....	<u>43</u>
5.	ACCOUNTABILITY .....	<u>43</u>
J.	PLAN PREPARATION SCHEDULE .....	<u>43</u>
K.	PUBLIC PARTICIPATION PROCESS AND STAKEHOLDERS LIST .....	<u>43</u>
L.	MONUMENT STAFFING, OFFICE SPACE, AND EQUIPMENT NEEDS .....	<u>45</u>
M.	BUDGET .....	<u>46</u>
	TABLE 2: Proposed Budget Monument Plan Preparation .....	<u>47</u>
	TABLE 3: Total Budget for Monument Plan Preparation (FY2001-04) .....	<u>49</u>
	APPENDIX A: PRESIDENTIAL PROCLAMATION ESTABLISHING MONUMENT	<u>50</u>
	APPENDIX B: MAP OF THE CANYONS OF THE ANCIENTS NATIONAL MONUMENT .....	<u>54</u>

<b>APPENDIX C: PLAN PREPARATION SCHEDULE .....</b>	<b><a href="#"><u>55</u></a></b>
<b>APPENDIX D: PUBLIC PARTICIPATION SCHEDULE .....</b>	<b><a href="#"><u>56</u></a></b>
<b>APPENDIX E: CONTACT/COMMENT DOCUMENTATION FORM .....</b>	<b><a href="#"><u>59</u></a></b>
<b>APPENDIX F: CANYONS OF THE ANCIENTS NATIONAL MONUMENT INTERIM TABLE OF ORGANIZATION .....</b>	<b><a href="#"><u>60</u></a></b>

# **PRE-PLAN ANALYSIS FOR THE CANYONS OF THE ANCIENTS NATIONAL MONUMENT MANAGEMENT PLAN**

## **A. INTRODUCTION AND BACKGROUND**

On June 9, 2000 the President signed a Proclamation creating the Canyons of the Ancients National Monument in southwest Colorado under the authority vested in him by section 2 of the Antiquities Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431). The Proclamation (Appendix A) recognizes that the complex landscape and remarkable cultural resources of the Canyons of the Ancients National Monument have been a focal point for archaeological interest for over 125 years. Other resources to be protected by the monument include a wide variety of wildlife species, including unique herpetological resources with crucial habitat for the Mesa Verde nightsnake, long-nosed leopard lizard, and twin-spotted spiny lizard.

Canyons of the Ancients is located in the Four Corners region of southwest Colorado, about 45 miles west of Durango, 3 miles west of Cortez and 12 miles west of Mesa Verde National Park. The 164,000-acre monument contains the highest known density of archeological sites anywhere in the United States, with rich, well-preserved remnants of native cultures going back thousands of years.

Occupation of this area by hunters and gatherers likely began over 10,000 years ago. Farming in the area blossomed between 450 and 1300 A.D., when the area was occupied by Ancestral Pueblo people. Year-round villages were established, evolving from pit house dwellings to pueblos with two or more rooms and some with more than 200 rooms.

The archeological record etched into this landscape is much more than isolated islands of architecture. The more than 6,000 recorded sites reflect all the physical components of past human life: villages, field houses, check dams, reservoirs, great kivas, cliff dwellings, shrines, sacred springs, agricultural fields, petroglyphs, and sweat lodges. Some of the area has more than 100 sites per square mile. The number of sites is estimated to be 20,000 to 30,000 total. Because of the remoteness of the area and the protection efforts of both the Bureau of Land Management and the local community, the integrity of most of these sites has been maintained. The growth of population and tourism in the Four Corners area will increasingly threaten these resources with vandalism and other types of degradation, making additional protection necessary.

Because the vast majority of the federal lands within the Monument have already been leased for oil and gas (including carbon dioxide) with development already occurring, the lands will remain open to oil and gas leasing and development. Development will be managed, subject to valid existing rights, so as not to create any new impacts that would interfere with the proper care and management of the objects protected by the designation. New leases will be allowed for the purpose of promoting conservation of oil and gas in reservoirs now being

produced under existing leases or to protect against drainage. The rights of Indian Tribes will be recognized in planning decisions.

Public discussions regarding protection of this area date back to 1894 when the Salt Lake Times ran a story detailing interest in protecting the region. In 1979, a bill was introduced in Congress to designate the area a National Conservation Area but was not enacted. The Bureau of Land Management designated the area as the Anasazi Area of Critical Environmental Concern in the San Juan/San Miguel Resource Management Plan in 1985. In the spring of 1999, Interior Secretary Bruce Babbitt began a dialogue with the local communities concerning proper management and protection of the area. The Southwest Colorado Resource Advisory Council held six public meetings, consulted with local governments, and forwarded management recommendations to the Secretary in August 1999. Colorado Senator Ben Nighthorse Campbell introduced new National Conservation Area legislation in February 2000 (S. 2034), but suspended all action on his bill on March 23, 2000. Secretary of Interior Bruce Babbitt then recommended to the President in May 2000 that the area be designated as a National Monument.

The National Park Service (NPS), Hovenweep National Monument, with the Cutthroat, Holly House, and Horseshoe-Hackberry Units, manages approximately 400 acres with cultural sites that are similar in character and cultural affiliation to sites within the monument. These were previously designated as Hovenweep National Monument in 1923 (Proclamation 1654 of March 2, 1923, Proclamation 2924 of April 26, 1951, and Proclamation 2998 of November 20, 1952). These sites are not included in the monument and will continue to be managed by the National Park Service. BLM will coordinate with the National Park Service on many aspects of the management of the two monuments.

## **B. PURPOSE AND NEED**

The purpose of the plan will be to establish guidance, objectives, policies, and management actions for the Canyons of the Ancients National Monument. The plan will be comprehensive in nature, and will resolve or address issues within the entire Monument which are identified through agency, interagency, and public scoping efforts.

The plan will explain or identify the current management situation, desired future conditions to be maintained or achieved, cultural resource management goals, goals for continued management of energy resources, and goals for multiple resource management within the Monument. Appropriate methods and management actions necessary to achieve Monument objectives will be determined. A schedule and cost estimate for implementing planned actions for achieving those goals will be developed. Through these actions, the Canyons of the Ancients National Monument will be managed according to the intent as expressed in the establishing proclamation.

The document will address and integrate, to the degree possible, all BLM management plans related to management of the lands in the Monument including, but not limited to, fire management plans, livestock grazing allotment management plans, wildlife habitat management plans, cultural resource management plans and recreation management plans. In addition to the purposes described above, the Plan will also fulfill the following needs and obligations set forth by the establishing proclamation, the National Environmental Policy Act

(NEPA), the Federal Land Policy and Management Act (FLPMA), and BLM Land Use Plan policy.

### **Need for the Development of a Monument Management Plan**

The Proclamation requires the Secretary of the Interior to prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects of the Monument. Management of the monument is to be through the Bureau of Land Management, pursuant to applicable legal authorities, to implement the purposes of the proclamation. Section 202(a) of the Federal Land Policy and Management Act of 1976 as amended (43 USC 1701 et seq.) requires the Secretary with public involvement to develop, maintain, and when appropriate, revise land use plans that provide for the use of the public lands.

Before the Proclamation of the Monument, management of the area was guided by the San Juan Basin Resource Management Plan (RMP), a document that was completed in September 1985. The RMP is scheduled for a formal evaluation during FY2001. BLM Instruction Memo No. 2000-162 (08/01/2000) states that it is BLM's policy to complete land use plan evaluations as soon as possible on all National Monuments and National Conservation Areas to provide the basis for scoping the preparation of management plans for these areas. BLM Instruction Memo No. 2001-022 directs the creation of stand alone resource management plans for all National Monument and National Conservation Areas.

Approximately 25,000 acres within the Monument are within Cahone Canyon, Cross Canyon, and Squaw/Papoose Wilderness Study Areas (WSAs). Interim management guidance for the WSAs is provided by the BLM's Interim Management Policy and Guidelines for Lands Under Wilderness Review. The designation of these lands as part of the Canyons of the Ancients National Monument has no effect on the Wilderness Study Area status in the Monument.

Allotment management plans provide specific management direction and actions for wildlife and range programs on a portion of the lands now within and immediately adjacent to the Monument.

In addition to transportation planning there are a number of new issues, higher levels of controversy around existing issues, and new (unforeseen) public land uses and concerns that have arisen over the years which were not included or were inadequately addressed in the 1985 RMP. Such issues, which include, but are not limited to, off-highway vehicle use, access and transportation issues, mountain bike use, and new restrictions on mineral development and use that need to be addressed in the Monument Plan.

## **Purpose of this Preparation Plan Analysis**

The purpose<sup>1</sup> of this Preparation Plan is to:

1. Identify anticipated planning issues and management concerns;
2. Identify preliminary planning criteria and outstanding questions that must be addressed to support management decisions;
3. Identify a standard document format (documents, maps, tables, figures, photographs, etc.) for the internal and external presentation of the process, information, and decisions, including presentation on the internet;
4. Identify information or data needed to resolve or address identified issues, management concerns, planning criteria and outstanding questions or to perform the requisite analysis;
5. Identify available data and data collection/format standards employed, and provide an explanation of how the data supports the plan itself, and how the data addresses the planning requirements and addresses anticipated issues or outstanding questions;
6. Identify any known or anticipated data gaps and provide an explanation of why the data is needed to support the plan itself, how the data supports the planning requirements and how the data address anticipated issues or outstanding questions;
7. Establish a data inventory and collection activity plan, that is coordinated with other agencies, which include data standards, work-month costs, staffing and skill requirements, and estimated time-frames needed to establish an integrated, automated geospatial database for filling in data gaps;
8. Establish a communication process for direct communication with the public and to ensure greater public involvement in the planning process and to ensure wide distribution of relevant information;
9. Establish a work plan which identifies the staffing and technology needs to support public involvement and communication through use of the internet; and
10. Identify the analytical process required to answer or address outstanding questions, issues or concerns.

---

<sup>1</sup> Washington Office Instruction Memorandum No. 2001-038. Development/Approval of Preparation Plans for New Planning Starts.



## **C. PLANNING AREA DESCRIPTION**

The Monument lies in the Colorado Plateau Ecological Province. As such, the Monument exhibits the varied topography, geology, and soil, and floral and fauna components of this province ranging from desert scrub/salt desert, riparian, pinyon-juniper woodlands, mountain shrub and big sagebrush park plant communities. Elevations within the area range from about 4,900 feet to about 7,500 feet above sea level.

The natural resources and spectacular land forms of the area help explain why past and present cultures have chosen to live in the area. The geology of the area evokes the very essence of the American Southwest. Structurally part of the Paradox Basin, from a distance the landscape looks deceptively benign. From the McElmo Dome in the southern part of the monument, the land slopes gently to the north, giving no indication of its true character. Once inside the Monument, however, the geology becomes more rugged and dissected. Rising sharply to the north of McElmo Creek, the McElmo Dome itself is buttressed by sheer sandstone cliffs, with mesa tops rimmed by caprock, and deeply incised canyons.

The outer boundaries of the planning area encompass approximately 164,000 acres of federal land managed by the Bureau of Land Management, and 18,600 acres of private land. It is generally within an area bounded on the east and north by Colorado Highway 666, on the south by Montezuma County Road G, McElmo Creek, and the Ute Mountain Ute Reservation. The west border of the planning area is the Utah/Colorado State Line.

The planning area is included in the 1985 San Juan/San Miguel Resource Management Plan. The San Juan/San Miguel RMP was an early RMP and did not have digital/spatial data developed for it. The proposed plan includes a significant amount of data collection to provide a basis for decision making.

## **D. GOALS AND OBJECTIVES**

The Monument proclamation provides overall guidance, management objectives, and legal mandates for the areas which must be incorporated into the Plan. Key provisions or objectives in the proclamation, important to the management of the Monument, state that:

1. The Monument shall be managed by the BLM to protect the resources of the Monument in accordance with the proclamation, the Federal Land Policy and Management Act of 1976 (FLPMA, 43 U.S.C. 1701 et seq.) and other applicable provisions of law. The Proclamation specifically refers to the Monument's archaeological, geological, and biological objects and provides for the proper care and management of the objects to be protected.

2. The federal lands and interests in lands within the boundaries of the Monument are withdrawn from entry, location, sale, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws and from disposition under all laws relating to mineral leasing, other than by exchange that furthers the protective purposes of the monument, and except for oil and gas (including carbon dioxide) leasing as described below. This withdrawal prevents the location of new mining claims under the 1872 Mining Law, and prevents the Secretary of the Interior from exercising discretion under the mineral leasing acts and related laws to lease or sell federal minerals, except for oil and gas as described below, within the boundaries of the Monument.
3. For the purpose of protecting the objects identified above, the Secretary of the Interior shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes.
4. Lands and interests in lands within the Monument not owned by the United States shall be reserved as a part of the Monument upon acquisition of title thereto by the United States.
5. Because most of the Federal lands have already been leased for oil and gas, which includes carbon dioxide, and development is already occurring, the monument shall remain open to oil and gas leasing and development; provided, the Secretary of the Interior shall manage the development, subject to valid existing rights, so as not to create any new impacts that interfere with the proper care and management of the objects protected by this proclamation; and provided further, the Secretary may issue new leases only for the purpose of promoting conservation of oil and gas resources in any common reservoir now being produced under existing leases, or to protect against drainage.
6. The Secretary of the Interior shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects identified in this proclamation.
7. The Secretary of the Interior shall manage the Monument through the Bureau of Land Management, pursuant to applicable legal authorities, to implement the purposes of this proclamation.
8. The establishment of this Monument is subject to valid existing rights.
9. Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of Colorado with respect to fish and wildlife management.
10. This proclamation does not reserve water as a matter of Federal law. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or appropriated by the United States on or before

the date of this proclamation. The Bureau of Land Management shall work with appropriate State authorities to ensure that any water resources needed for Monument purposes are available.

11. Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian tribe.
12. Laws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the Monument.
13. Nothing in this proclamation shall be deemed to affect the management of Hovenweep National Monument by the National Park Service (Proclamation 1654 of March 2, 1923, Proclamation 2924 of May 1, 1951, and Proclamation 2998 of November 26, 1952).
14. Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the National Monument shall be the dominant reservation.

#### **Interim Management Policy For Lands Under Wilderness Review**

1. To provide for the long term protection and preservation of the Area's wilderness character under a principle of non-degradation. The Area's natural condition, opportunities for solitude, opportunities for primitive and unconfined types of recreation, and any ecological, geological or other features of scientific, educational, scenic or historical value present will be managed so that they will remain unimpaired.
2. To manage the Area for the use and enjoyment of visitors in a manner that will leave the Area unimpaired for future use and enjoyment as wilderness. The wilderness resources will be dominant in all management decisions where a choice must be made between preservation of the wilderness character and visitor use.
3. To manage the Area using the minimum tool, equipment, or structure necessary to successfully, safely, and economically accomplish the objectives. The chosen tool, equipment, or structure should be the one that least degrades wilderness values temporarily or permanently. Management will seek to preserve spontaneity of use and as much freedom from regulation as possible.
4. To manage nonconforming but acceptable uses permitted by the Wilderness Act and subsequent laws in a manner that will prevent unnecessary or undue degradation of the Area's wilderness character. Nonconforming uses are the exception rather than the rule; therefore, emphasis is placed on wilderness character.

## **State Director's Guidance for the Canyons of the Ancients National Monument**

The following State Director's Guidance supplements the 1985 San Juan/San Miguel Resource Management Plan and the 1986 Anasazi Area of Critical Environment Concern Management Plan, adheres to Washington Office guidance for National Monuments (Instruction Memo No. 2000-062, dated January 12, 2000) and provides interim management guidance for the Monument until long term guidance is finalized through completion of the Management Plan.

### **Cooperation and Consultation**

**Public Involvement:** All interested publics, both local and national, will have opportunity for input into all significant decision making, including all aspects of the development of the Management Plan. The plan will be prepared in close consultation with appropriate federal, state, tribal, county and local agencies.

**Advisory Committee:** In accordance with the Secretary's directive, a charter for a Canyons of the Ancients National Monument Advisory Committee will be prepared. The Canyons of the Ancients National Monument Advisory Committee will be consulted early and frequently in the plan preparation process.

**Management Plan and Time Frame:** A comprehensive management plan will be initiated, and completed through a final Record of Decision. A pre-plan will be completed and approved by the State Director (SD), to identify existing data and data needed to complete the Monument Management Plan. Arrange with National Training Center for a survey to determine readiness for community partnership training.

**Partnerships:** The Monument will be managed in concert with local citizens and volunteers, building on the tradition of local stewardship of the Monument.

**Coordination with Tribal Interests:** Consult and coordinate closely with affected tribes in developing the comprehensive Management Plan and management plans for the cultural and natural resources of the Monument. Assure that activities do not negatively impact tribal uses and access to places of traditional cultural or religious importance. Monument staff will conduct face-to-face meetings, including all interested tribes in a group setting in Montezuma County, as well as meeting one-on-one with tribal representatives in tribal offices.

**Anasazi Heritage Center (AHC) Role:** Serves as the repository for all collections and records generated from scientific, paleontological, archeological, and historical investigations in the Monument. Serves as a museum/visitor center providing informational, educational and interpretive products for visitors to the Monument. Provides technical guidance to the Monument manager on research, interpretation and educational needs. The AHC will continue to provide services to all of southwest Colorado, as well as the United States Forest Service and Bureau of Reclamation.

## **Resource Management**

**Scientific, Archeological and Historical Investigations:** These investigations are important to increase our understanding of the Monument's resources. They may proceed, consistent with current policies and practices, except that surface disturbance must be minimal with an emphasis on the use of existing archaeological collections and records. Consultation with Native American representatives will be an integral part of the permit review and authorization process.

**Cultural Resource Baseline Data and At Risk Areas:** A compilation and analysis of all available cultural resource data and literature will be completed to provide an informed basis for understanding cultural resources within the Monument and to provide immediate protection for cultural resources at risk. Current policies and procedures will be used to collect, document and maintain data, records and maps and to issue appropriate inventory and excavation permits.

An ethnographic study for the Monument will be completed, to establish cultural affiliation between contemporary Native Americans and the Monument landscape, and to identify tribal concerns and interests inside the Monument.

**Land Health Assessments** will be completed.

**Paleontological Resources:** The collection of any paleontological resources, including common invertebrates and fossil wood, will not be permitted, except where intended for legitimate scientific uses for which documentation is provided to the satisfaction of the responsible management official. Scientific use will allow for survey/reconnaissance or limited excavation work with a minimum amount of surface disturbance and will be conducted under a paleontological permit.

**Vehicular Travel:** The Monument will be closed to cross-country, off-road travel by motorized vehicles and mechanized vehicles, including mountain bikes, to reduce inadvertent damage to cultural resources. Established roads and trails will remain open to use as presently authorized. A complete inventory of roads and trails will be completed. Monitoring of natural and cultural resources will be initiated in critical locations to determine if resources are being damaged by vehicle use. Emergency closures will be initiated prior to completion of the management plan only if significant resource damage is documented. Final decisions on designated routes for vehicular travel, including mountain bikes, will be established through the Management Plan. No new roads or trails will be developed pending completion of the Management Plan.

**Right-Of-Way Grants:** No new rights-of-way or ancillary facilities will be processed, except for rights-of-way pursuant to existing policies and practices and necessary for access to private or state inholdings.

**Special Recreation Permits:** No new commercial permits will be issued, nor will any expansions of existing permits be granted. Permits may be adjusted during the interim period if unacceptable resource impacts are occurring.

**Livestock Grazing** is permitted, pursuant to the terms and conditions of existing permits and leases. Appropriate, best management practices will be followed to protect rangeland resources, and where necessary, to mitigate any conflicts with other Monument uses and values. Administrative actions will be implemented under existing regulations to assure compliance with existing permit/lease requirements, monitoring and supervision of grazing use, and enforcement of unauthorized use.

**Livestock, Watershed and Wildlife Developments:** Maintenance of existing projects can occur in the same general manner and degree as they have been in the past. New projects will only be constructed where detailed National Environmental Policy Act of 1969 assessment demonstrates that they would not have an adverse impact on Monument resources protected by the proclamation. Nonstructural alternatives will be implemented whenever possible in lieu of structural projects.

**Animal Damage Control** will only be conducted with SD approval when: (1) the animal control measure targets the specific offending animal(s) and (2) the Monument manager determines health and safety is not an issue.

**Wilderness Study Areas** will continue to be managed under the Interim Management Policy. Monitoring of these Wilderness Study Areas will be a priority and if done on less than a monthly basis when the Areas are accessible, an alternative monitoring plan will be approved by the SD.

**Water Rights:** Bureau of Land Management will begin collecting baseline hydrologic, biologic, and water use information that will be required to make instream flow recommendations to the State of Colorado on streams that flow through the Monument. The same types of information will also be collected to support applications for water rights to support Monument water uses and management purposes, and to manage existing water sources and developments.

**Fuelwood and Vegetative Use Permits:** Commercial forest products sales will not be permitted. Vegetative use areas for private fuelwood and vegetative use permits will be identified. These areas will be limited to previously chained areas to remove dead and down wood and to reduce fuel load and fire hazards. Vegetative uses are an integral part of traditional tribal subsistence activities.

**Fire:** The goal of fire management will be to manage fuels so as to minimize risk to cultural resources. Resource benefit fires will be allowed only where risk to cultural resources is minimal. With firefighter safety as the primary concern, suppression activities will be conducted to protect and generally avoid cultural sites. Mechanized equipment may be used on the ground. However, an archaeologist must be present to ensure that impacts are minimized and cultural sites are avoided whenever possible.

## **Oil and Gas - On-Going Development**

Monument lands remain open to continued oil and gas (including carbon dioxide) development under existing leases, under current lease restrictions and BLM regulations. The Proclamation also directs the Secretary to manage development, subject to valid existing rights, so as not to create any new impacts that interfere with the proper care and management of the objects protected by the Proclamation. With respect to oil and gas leases, "valid existing rights" vary from case to case, but generally involve rights to explore, develop, and produce within the constraints of the lease terms, laws and regulations.

This provides for continued development of valid existing rights, which allows operators to explore for and develop the oil and gas resources underlying their existing leases. The current APD review process will be utilized and will include a 30 day public review of the proposed decision identified in the environmental assessment. The APD review process should embrace the following:

Surface construction for new well pads, roads, pipelines and associated facilities will be the minimum size for safe operation to preserve Monument values. Use of existing disturbed areas for well locations will be emphasized and will be considered when directional drilling can be shown to be economically and technically feasible and will not impair the conservation of resources from a common reservoir. Locations no longer needed for operations will be reclaimed. All oil and gas operations within the Monument will be made a high priority for surface inspections.

Use the authority of lease stipulations, regulations, and mitigative measures identified through environmental analyses to adopt conditions of approval which promote the objectives of the Proclamation. These measures include, but are not limited to, surveys of proposed construction areas for cultural resources and endangered species; reasonable modifications to siting or design of facilities; control of invasive weeds on all constructed areas; construction practices that will minimize erosion; construction practices and facilities that minimize visual impacts.

Existing rights-of-ways and roads will be employed for new operations as much as possible to avoid impacts that interfere with proper care of Monument resources. Rights-of-ways and roads not needed for other operations, will be reclaimed. Reclamation will be carried out in accordance with the reclamation requirements contained in the Resource Management Plan, or other applicable and approved plan. Reclamation will emphasize restoration of natural conditions and visual continuity through such measures as the use of native seed and the reconstruction of existing contours. Removed vegetation will be used as mulch over the reclaimed area to protect seed and reduce erosion.

Oil and gas roads not needed for other authorized uses will be gated to protect Monument resources.

**National Environmental Policy Act Review:** BLM will use a NEPA analysis to determine potential impacts on the Monument resources. The NEPA analysis will include a full range of alternatives. In addition to the "No-Action" and "Proposed -Action," alternatives, there will be an alternative to minimize surface disturbance and protect objects of the Monument. The NEPA analysis also assesses the cumulative effects of the proposal on overall Monument resources and management. The analysis will recognize the short term nature of oil and gas operations in the context of the long term nature of the natural and cultural resources environment.

If the analysis indicates no impact to the Monument resources, or indicates impacts to resources, but determines that the impacts are consistent with the Proclamation, the proposed operation can proceed in accordance with applicable regulations, standards and stipulations.

If the analysis and documentation indicate that the proposal may have impacts that are not in conformance with the Proclamation, the BLM will work with the applicant to find alternatives or modifications to the proposal that will minimize such impacts through special permit conditions, consistent with applicant's rights under applicable laws, regulations, and stipulations.

**Leasing:** The Proclamation allows new leases to be issued, but only for the purpose of either protecting against drainage, or promoting conservation of oil and gas resources in a common reservoir now being produced under existing leases.

The amount of acreage to be included in any new oil and gas lease will be limited to the amount necessary to resolve the drainage situation or allow proper conservation of the oil and gas resource. BLM will use available reservoir data to determine 40 acre subdivisions contained within the common reservoir or potentially drained area for leasing.

The need for these reservoir management leases will be reviewed by the State Director on a case-by-case basis. As an integral part of the State Director review, a NEPA analysis will be prepared to identify appropriate mitigation for avoiding or minimizing impacts and will include public review and comment.

**Seismic Operations:** Permits will be required for all seismic operations. All permits will include inventories and mitigative measures to avoid new impacts that interfere with the proper care and management of the objects protected by the Proclamation. Use of explosives or vibroseis will consider potential impacts to standing walls and structures. Vehicles will use existing roads as much as possible. Off lease seismic will be permitted only for the purpose of defining the limits of common reservoirs now being produced.

**Wilderness Study Areas and Post-FLPMA Leases:** The non-impairment standards under the Federal Land Policy and Management Act continue to apply to WSAs within the Monument. Existing non-impairment standards and practices will be applied to activities to protect WSA values and to assess proposed actions that may affect wilderness values. (See H-8550-1, Interim Management Policy and Guidelines for Land under Wilderness Review.)



## **E. ANTICIPATED ISSUES, MANAGEMENT CONCERNS AND PRELIMINARY PLANNING CRITERIA**

A Planning issue is “a matter of controversy or dispute over resource management activities or land use that is well defined or topically discrete and entails alternatives between which to choose.” This definition suggests that one entity or more is interested in a resource on public land, that each entity may have different values for the resource, and that there are different ways (alternatives) in which to resolve the competition or demand.

Management concerns are topics or points of dispute that involve a resource management activity or land use. While some concerns overlap issues, a management concern is generally more important to an individual or a few individuals, as opposed to a planning issue which has a more widespread point of conflict. Addressing management concerns in the Monument Plan/EIS help ensure a comprehensive examination of BLM’s land use management. Management concerns will be modified as the planning process continues. They will usually not be addressed as thoroughly as an issue.

Preliminary issues and management concerns have been surfaced internally by BLM personnel, identified by BLM, NPS, and other agencies at meetings, and/or brought up by individuals and user groups by way of phone calls, e-mails, letters, and past meetings concerning the proposed Monument management proclamation. They represent BLM’s expectations to date as to what conflicts or problems exist with current management. The major issues and concerns will be published in a Federal Register Notice, and will be the subject of public comment periods (with open-house meetings).

After gathering public comments on these, each of the issues will be placed in one of three categories: **1) Issues To Be Resolved in The Plan, 2) Issues Resolved Through Policy or Administrative Action, or 3) Issues Beyond The Scope of This Plan.** Rationale will be provided in the plan for each issue placed in category 2 or 3. The major issue themes which will be addressed in the Monument Plan are listed below. Each theme, in turn, has a number of different sub-topics, issue questions, and management concerns which address more specific uses and resources related to the theme.

## ISSUE 1: How will the Cultural and Natural Resources of the Canyons of the Ancients National Monument be preserved?

Various ways of protecting resources include enforcing existing laws and regulations, educating visitors, restricting access, setting management and research priorities, restoring degraded ecological conditions, or some combination of these approaches.

Some of the major resources managed by BLM in the Monument for which decisions regarding management must be made include cultural, wilderness study areas, wildlife habitat, vegetation, biodiversity, riparian and water resources.

### **PRESERVATION OF CULTURAL VALUES**

The complex landscape and remarkable cultural resources of the Canyons of the Ancients National Monument have been a focal point for archaeological interest for over 125 years. Archaeological and historic objects such as cliff dwellings, villages, great kivas, shrines, sacred springs, agricultural fields, check dams, reservoirs, rock art sites, and sweat lodges are spread across the landscape. More than 5,000 of these archaeologically important sites have been recorded, and thousands more await documentation and study. The Mockingbird Mesa area has over 110 sites per square mile.

*How will cultural resources be managed to ensure their protection and preservation?*

*Where and how will interpretation be used as a education tool to increase the public's awareness and appreciation of the Monument's cultural resources?*

*What areas need additional inventory and evaluation of cultural resources?*

*What are the future research needs to be managed for in the Monument?*

*What role will partnerships play in site stewardship, stabilization and interpretation of cultural features?*

### **TERRESTRIAL WILDLIFE HABITAT**

Public lands in the planning area provide habitat for a variety of wildlife species. Special management attention is needed to restore, maintain, or enhance priority species and their habitats. Increased uses throughout the Monument, including recreational use, grazing, motorized & mechanized vehicle use, etc., have the potential for significantly impacting wildlife populations and their habitat if not properly managed. Integrating habitat management with other resource programs requires careful planning to minimize impacts to wildlife species and their habitats, while still providing for other uses on the public lands.

*What animal damage control activities will be permitted, in what manner, and where?*

*How will human activities that result in wildlife being displaced be minimized?*

*How will deer, mountain lion, reptiles, fisheries and other wildlife habitat be managed?*

*What information will be needed to adequately assess wildlife habitat and develop management actions to improve or restore habitat conditions?*

*How will Threatened and Endangered animal species (i.e. Southwestern Willow Flycatcher) be managed within the objectives set for the Monument ?*

*How will biodiversity in wildlife communities be maintained or restored?*

*What special management attention should be considered for other species listed in the Proclamation?*

## **VEGETATION**

Vegetation provides food and cover for wildlife and domestic animals and scenic enjoyment for people. It is a key ingredient in determining the health of the public lands because it influences the quantity and quality of water produced from the area's watershed and affects overland flows and soil movement which lead to erosion and loss of habitat. Non-native plants and noxious weeds displace native species, affect the structure of plant associations and their ecological function, and threaten biodiversity.

*What are the desired conditions of the vegetation types in the Monument?*

*How will a noxious weed program be operated in the Monument?*

*What criteria will be used to allocate vegetation resources in the Monument?*

*How will biodiversity in vegetation and associated communities be maintained or restored?*

*How will BLM landscape health standards be achieved and to what extent will land use activities be modified to meet these standards?*

*How will threatened, endangered and sensitive plant species be managed within the objectives set for the Monument ?*

## **RIPARIAN AND WATER RESOURCES**

Riparian areas, along stream and river corridors, are among the most productive and ecologically valuable resources. Riparian areas attract and concentrate populations of area mammals, birds, reptiles, and amphibians, provide habitat for diverse vegetation communities not found elsewhere in the area, and help protect water quality by filtering sediments and protecting banks from erosion. Riparian areas, however, are affected by uses such as foot and hoof trampling, improperly managed OHV use, removal of natural vegetation, and other surface disturbances which can cause bank disturbance, destabilization of stream channels, increased erosion and siltation, disruption to riparian-dependent plants and wildlife, and

degradation of water quality.

Maintaining high quality water is essential to any ecosystem. Water quality is also important for human health and safety. Impacts to water quality come from cross-country vehicle travel, use of vehicles on poorly constructed routes, livestock grazing, irrigation augmented flows, improper disposal of human waste, and increased visitor use in sensitive riparian areas. Additional water quality problems coming from natural sources such as high sediment content from inflowing streams also pose threats to the Monument resources.

*How will Monument riparian communities be protected and how will this affect land uses?*

*What measures must be taken to ensure that the highest quality water standards are maintained throughout the Monument ?*

*What instream flow recommendations should the Colorado Water Conservation Board be asked to consider for Monument streams?*

*How will the exercise of private water rights affect Monument purposes?*

*How will the exercise of tribal water rights affect Monument purposes?*

*Are there additional water rights needed from the State of Colorado to provide for Monument resources?*

## **WILDERNESS STUDY AREAS**

*What management actions are needed to prevent unnecessary and undue degradation of potential wilderness values in the Cross Canyon, Squaw/Papoose Canyon and Cahone Canyon WSAs?*

## **FIRE MANAGEMENT**

*Does management guidance in the existing BLM Fire Management Plan need to be modified to reflect Monument values?*

*For what purposes, and how, will fire be used as a management tool in the Monument? For example, will fire be used to help reduce hazardous fuel loads?*

*How will fires be managed within the Monument, especially those within the Monument that threaten lands or property outside the Monument or private lands within the Monument?*

*What impacts will occur, including smoke impacts and public perception of suppression/no suppression, either to or from local communities from fires that*

*threaten the Monument, or from fires within the Monument? What are the applicable smoke management regulations and permitting needs?*

*What alternative methods for treating hazardous fuels will be permitted?*

## **ISSUE 2. How will people's activities and uses be managed?**

The planning area provides a diversity of landscapes for many activities and land uses. Recreational activities occur throughout the area and include motorized and non-motorized vehicle touring, big and small game hunting, backpacking, horseback riding, mountain bike use, sight-seeing, pleasure driving, and off-highway vehicle use by motorcycles, all-terrain vehicles (ATVs), and full size four-wheel drive vehicles such as jeeps and sport utility vehicles (SUVs).

Some recreational activities, such as cultural resource tours, are provided by commercial guides and outfitters operating under special recreation permits from the BLM. Increased visitation over the years has led to increased demands for visitor services, requests for outfitter permits, requests for more commercial use under existing permits, and a higher demand for emergency services such as search and rescue.

Monument and adjacent planning area lands are also used for a number of other non-recreational uses including right-of-ways, utility lines, communication sites, fuel wood and post cutting, oil and gas exploration and development, rock and soil sales, and casual gathering of rocks, pinyon, nuts, etc. All these activities have a profound effect on the area's environment as well as on local communities surrounding the Monument. Careful management of these activities is crucial to protecting the Monument resources. In some instances, such as oil and gas leases in the Monument, valid existing rights are in effect and must be given special consideration in the Plan.

### **PRIVATE AND COMMERCIAL RECREATION USE**

*What range of recreational opportunities (i.e. OHV use, vehicle touring, mountain biking, horseback riding, backpacking, hiking, car camping, etc.) should be provided to meet the wide variety of public demands while meeting the legal requirements of the Monument?*

*What BLM actions are needed to provide these opportunities in ways which ensure the protection of visitors and the natural resources, and are compatible with other land and resource uses in the Monument?*

*How will the existing guide and outfitter use be managed in the future to ensure compliance with Monument objectives and improve public service in the Monument?*

*What methods and criteria will be used to determine the appropriate levels of use or carrying capacity limits for all types of private and commercial recreation use in the Monument?*

*What criteria will be used to determine if new commercial uses should be allowed, where they should be allowed, and to what extent?*

*If recreation uses, such as camping, hiking, horseback riding, OHV use, hunting, or cultural resource tours need to be more restrictively managed, what types of regulations would be implemented, when, and where, and how would they be administered and enforced?*

*Can target shooting be managed in a way which ensures maximum visitor safety, resource protection, and is compatible with Monument management objectives?*

*How will conflicts between recreation visitors and other traditional users (such as grazing permittees, hunters, surrounding private land owners, etc.) be handled in order to eliminate or sharply reduce these occurrences?*

## **HUNTING**

Hunting is permitted within the Monument in accordance with applicable federal and state laws. The Colorado Division of Wildlife is responsible for managing wildlife species as well as fishing and hunting licenses in the State.

*Is there a need to establish hunting zones within the Monument for reasons of “public safety, administration, public use and enjoyment”?*

## **LIVESTOCK GRAZING MANAGEMENT**

There are many existing laws and regulations governing grazing on public lands. In 1997, the Secretary of Interior approved new Standards for Rangeland Health and Guidelines for Grazing Management which apply to all BLM lands in Colorado. The San Juan/San Miguel RMP was amended to include these standards. Grazing uses in the Monument must be managed in compliance with these laws, regulations, and standards. There are many public concerns over the management and the impacts of livestock grazing on public lands.

*How will livestock grazing be managed and improvements maintained or constructed throughout the Monument in order to be sensitive to the needs of the permittees, result in no impact to the Monuments’s resources, and be in compliance with grazing regulations and standards?*

### **Considerations:**

- \*Potential alteration of natural vegetation communities
- \*Sensitive or special status plants, including T&E species
- \*Riparian and wetlands area management
- \*Range improvements/treatments/stock driveways, maintenance
- \*Socio-economic impacts on permittees
- \*Sheep camp/bedground impacts
- \*Cultural feature impacts

## **OIL AND GAS AND VALID EXISTING RIGHTS**

Subject to valid existing rights, the Monument lands under the Proclamation are “appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral leasing, other than by exchange that furthers the protective purposes of the Monument, and except for oil and gas leasing”. Because most of the Federal lands have already been leased for oil and gas, which includes carbon dioxide, and development is already occurring, the Monument shall remain open to oil and gas leasing and development. The oil and gas development is to be managed “... subject to valid existing rights, so as not to create any new impacts that interfere with the proper care and management of the objects protected by this proclamation; and provided further, the Secretary may issue new leases only for the purpose of promoting conservation of oil and gas resources in any common reservoir now being produced under existing leases, or to protect against drainage”.

*How will the subject of valid existing rights be addressed in the plan?*

*Should a buffer zone be established to protect Monument resources from impacts of oil and gas development? What changes, if any, should be made to mineral management on areas outside the Monument boundary in order to ensure protection of the Monument’s resources?*

*What level of development is necessary to promote conservation of oil and gas resources or to protect against drainage?*

*What lease stipulations and Conditions of Approval are necessary on oil and gas development to protect the Monument’s resources.*

## **FUEL WOOD AND POST CUTTING**

The pinyon-juniper woodlands on the mesa tops were chained in the 1960s and 1970s and have been available for fuel wood cutting by residents in Montezuma and Dolores counties and Native American tribal members. Commercial post cutting has also been permitted in the area in the past but is presently prohibited under State Director’s Interim Monument Guidance. This guidance further limits wood gathering to previously chained areas to remove dead and down wood and to reduce fuel load and fire hazards. Vegetative uses are recognized as an integral part of traditional tribal subsistence activities. The continued harvesting of all woodland products will be fully analyzed in the plan for their compliance with Monument management goals and objectives.

*What criteria will be used to determine if the harvesting of woodland products is compatible with Monument management objectives?*

*If determined compatible with Monument management objectives, where and at what level of use would the harvesting of woodland products be allowed?*

## **UTILITY CORRIDORS, RIGHTS-OF-WAYS, AND WITHDRAWALS**

*What areas within the Monument should be identified as unsuitable for right-of-way routes for major utilities and roads?*

*What mitigation measures would be appropriate for lands that are suitable for right-of-way routes?*

## **LAND TENURE ADJUSTMENTS**

*Are there lands within the Monument that should be excluded and identified for sale, exchange, or other disposal in order to address management objectives and issues?*

*What criteria should be applied when considering acquisition of non-federal lands to be added to the Monument?*

## **RELATIONSHIP WITH IN-HOLDINGS**

What management actions are necessary to ensure that access to private lands within the Monument boundary are secure?

**NATIVE AMERICAN VALUES** (subsistence activities, religious concerns, repatriation of remains).

*What management actions are necessary to comply with treaty rights, NAGPRA, and tribal relations?*

## **NATIVE AMERICAN TRIBAL LANDS**

The monument borders both the Navajo Nation and the Ute Mountain Ute reservations.

*What management actions are necessary to provide for consistent management activities that recognize values and uses on adjoining Native American tribal lands?*

<b>ISSUE 3: How will Monument management be integrated with other agency and community plans?</b>
---

The BLM has a strong commitment to work with other agencies and communities in managing the Monument. Coordination with federal and state agencies, which have jurisdiction over resources within or related to the Monument, like the National Park Service, Bureau of Reclamation, Colorado Departments of Parks and Recreation and Department of Wildlife, is essential for the effective management of the Monument. Existing agreements with these agencies need to be re-examined and modified to ensure that Monument management objectives are incorporated in them. New agreements with other agencies such as the Dolores Water Conservancy District, City of Cortez, and Dolores and Montezuma



counties will also likely be developed to address specific management issues and implement aspects of the Plan.

Monument objectives call for a significant portion of visitor services related to the Monument to be located in the surrounding communities rather than within the Monument's boundary. In order to do this, a good working relationship with local tourism and service providers must be developed and maintained. Agreements with the local counties and communities need to be explored for activities and needs such as planning, transportation, emergency services (i.e., search and rescue) law enforcement, infrastructure, and tourism.

## **COUNTY LAND USE PLANS**

*What management actions in the Monument conflict with county ordinances, or are needed to make actions consistent across boundaries?*

*How will county road designations and increased levels of use be dealt with in the Monument plan?*

## **EMERGENCY SERVICES (Dolores and Montezuma County Sheriffs)**

Emergency services are permitted in Monument and are conducted by the Dolores and Montezuma county sheriff's departments in coordination with the BLM law enforcement ranger. Initial attack for wildland fire activity has been initiated through an Annual Fire Operating Plan agreement with Montezuma County. The following questions will need to be answered in the plan to arrive at a single, coordinated and effective approach to handle these activities.

*What criteria will best determine when an emergency situation warrants the possible impacting of Monument values in order to properly deal with emergencies such as fires, emergency evacuations, life-saving injury or medical evacuations, law enforcement activities, deceased persons, or aircraft accidents/investigation?*

*What is the simplest process for considering and approving or rejecting requests for these activities anywhere in the Monument, assuming by their nature that the activities require a quick response from someone in authority?*

*What will be required, if anything, to establish or maintain cooperative relations with Montezuma and Dolores County Sheriff departments relative to these activities?*

*Are there restrictions needed to the Annual Fire Operating Plan to protect Monument values?*

## **HOVENWEEP NATIONAL MONUMENT**

*What management actions are necessary to protect the Hovenweep National Monument units within the Canyons of the Ancients and what issues are common to the two monuments?*

## TOURISM MANAGEMENT

*How can the BLM best work with the National Park Service, tourism industry, local businesses, etc., to ensure that visitors to the Monument are provided with the right information about the Monument and the activities it offers?*

*What tools/sources, such as interpretation, marketing, and advertisement, need to be utilized on local, regional, and national levels for information and education for the Monument?*

*What messages about the Monument need to be conveyed?*

*How will BLM incorporate visitor and resident preferences into Monument management?*

## US FISH AND WILDLIFE SERVICE CONSULTATION

Endangered Species Act, Section 7 Programmatic Consultations and Coordination will be conducted pursuant to the Memorandum of Agreement dated August 30, 2000. This agreement between the Bureau of Land Management and the US Fish and Wildlife Service provides for a streamlined process for implementing the requirements of the Endangered Species Act during plan development. Major provisions of the agreement include:

*Early interagency communication, coordination, consultation and conferencing on candidate, proposed, and listed species to take place prior to and during plan development.*

*Consultations/conferencing on land management plan adoption, revision, and amendment.*

*Provides for the development of a consultation agreement that outlines the scope, scale of analysis, information needs, staff and responsibilities, appropriate level of signature, time frames, dispute resolution and staff coordination.*

*Builds into the plan conservation actions for candidate, proposed and listed species. Includes candidate species in Biological Assessments/Biological Opinions.*

<b>ISSUE 4. What facilities and infrastructure are needed to provide visitor services and administration of the Monument?</b>
---

The planning area is characterized as a predominately natural environment with few facilities for the comfort and convenience of visitors. Per the State Director's Guidance, the Anasazi Heritage Center will provide informational, educational and interpretive products for visitors to the Monument. Facilities are also available at Lowry Pueblo and at the Hovenweep National Monument visitor center. However, additional facilities may be needed to provide for visitor safety and information, disabled access, and to address human sanitation, vehicle use, and other

resource impacts.

*To what extent, and where, are additional visitor facilities such as trails, restrooms, interpretive areas, camping and parking areas needed?*

*What level of development, choice of standards, consistency, and kind of maintenance will be required for existing or proposed visitor facilities, including signing?*

## **ISSUE 5. How will transportation and access be managed?**

A network of unimproved dirt roads, gravel roads, one paved road, and trails currently provides access to many areas of the Monument. County roads are generally routinely graded and maintained by Montezuma and Dolores counties while BLM-managed routes receive various levels of maintenance based on a BLM maintenance schedule.

The area is closed to cross-country, off-road travel by motorized vehicles and mechanized vehicles, including mountain bikes, to reduce inadvertent damage to cultural resources.

*What roads and trails should the BLM provide for access to or across the planning area's public lands?*

*Are the current roads adequate or do they need to be modified to increase protection for the Monument's resources, reduce user conflicts, and/or provide better travel opportunities for Monument users?*

*What roads and trail easements should be acquired to provide reasonable public and administrative access to the Monument lands?*

*What roads and trails in the Monument should be closed and/or rehabilitated to protect resources, or eliminate or reduce use conflicts?*

## **OHV MANAGEMENT**

The use of off-highway vehicles is increasing throughout the planning area and becoming a focus of concern for managers, interest groups, and the general public. The establishing Proclamation states that "For the purpose of protecting the objects identified above, the Secretary of the Interior shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes."

*What criteria will be used to determine roads that are open for OHV use or roads that need to be closed and reclaimed?*

*What criteria will be used to determine closure and reclamation of existing roads ?*

*What routes are available for motorized and mechanical vehicle use? What routes are available for only motorized or mechanical vehicle use? For example are there routes*

*that should remain open for mountain bike use only?*

## **F. PLANNING CRITERIA**

BLM planning regulations (43 CFR 1610) require preparation of planning criteria to guide development of all resource management plans. Planning criteria are the constraints or ground rules that guide and direct the development of the plan and determine how the planning team approaches the development of alternatives and ultimately, selection of a Preferred Alternative. They ensure that plans are tailored to the identified issues and ensure that unnecessary data collection and analyses are avoided. Planning criteria are based on standards prescribed by applicable laws and regulations, agency guidance, the result of consultation and coordination with the public, other Federal, state and local agencies and governmental entities, and North American Indian tribes, analysis of information pertinent to the planning area, and professional judgment.

The following preliminary criteria were developed internally and will be reviewed by the public before being used in the Monument Plan/EIS process. The criteria will be included in a Federal Register Notice along with notices of public scoping meetings. After public input analysis, they become proposed criteria, and can be added to or changed as the issues are addressed or new information is presented. The Monument Manager will approve the issues and criteria and any changes.

*The plan will be completed in compliance with FLPMA and all other applicable laws. It will meet the requirements of the establishing Proclamation to protect the Monument's cultural features and natural resources.*

*The Canyons of the Ancients Monument Planning Team will work cooperatively with the State of Colorado, tribal governments, county and municipal governments, other Federal agencies, and all other interested groups, agencies, and individuals. Public participation will be encouraged throughout the process.*

*The plan will establish the guidance upon which the BLM will rely in managing the Monument.*

*The planning process will include an Environmental Impact Statement that will comply with National Environmental Policy Act standards.*

*The plan will emphasize the protection and enhancement of the Monument's cultural and natural resources while at the same time providing the public with opportunities for compatible recreation activities to the extent they meet the legal requirements of the proclamation.*

*The plan will recognize valid existing rights within the Monument and establish guidance on how valid existing rights are verified. The plan will also outline the process the BLM will use to address development and drainage issues related to oil and gas leases. The lifestyles and concerns of area residents, including the activities of grazing and hunting, will be recognized in the plan.*

*Any lands located within the Monument's administrative boundary which are acquired by the BLM to accomplish purposes for which the Monument was designated, will be managed consistent with the plan, subject to any constraints associated with the acquisition.*

*The plan will recognize the State's responsibility to manage wildlife. BLM will consult with the Colorado Division of Wildlife before establishing no-hunting zones or periods for the purposes of protecting public safety, administration, or public use and enjoyment.*

*The plan will address transportation and access, and will identify where better access is warranted, where access should remain as is, and where decreased access is appropriate to meet the legal requirements of the proclamation in protecting Monument resources and manage visitation.*

*The management of grazing is regulated by laws and regulations in addition to the Monument Proclamation. The plan will incorporate the Colorado Rangeland Health Standards and Guidelines. It will lay out a strategy for ensuring that proper grazing practices are followed within the Monument. Grazing will be regulated to meet the legal requirements of the proclamation in protecting resources.*

*The planning process will involve Native American tribal governments and will provide strategies for the protection of recognized traditional uses.*

*Decisions in the plan will strive to be compatible with the existing plans and policies of adjacent local, State and Federal agencies as long as the decisions are in conformance with Congressional direction on the management of the Monument.*

## **G. DATA AND NEEDS**

TABLE 1 summarizes data needs for making decisions within the Monument and provides a cost estimate for collecting the data. Where it exists, existing resource information available in the Dolores Public Lands Field Office will be used in formulating resource objectives and management actions.

Much of this data, however, needs to be updated, compiled, and put into digital format for use in the planning process and for development of resource maps for the plan. GIS theme maps are the building blocks to quantify resources, create maps, and manipulate resources during alternative formulation, especially the preferred alternative. In order to address this significant backlog of work and new data processing needs, a new GIS position has been identified in this office's proposed Monument Table of Organization (see STAFFING NEEDS Section K). The Colorado State Office is implementing a pilot GIS project to use the Premier Software to analyze land and mineral status issues in the Monument.

In addition to existing information, new data are also needed in a number of areas to provide Plan baseline inventory and resource condition information. Watershed Health Assessments, a compilation of known cultural resource inventories and sites, and road and trail inventories are expected to be finalized by Spring 2002 and will be available for use in the plan and EIS analysis. Funding totaling approximately \$400,000, is dedicated to cultural resource inventories, and the Common Vegetation Unit project (co-funded by BLM and USFS), with the work scheduled for the 2001-2002 field seasons. Boundary surveys were initiated in FY2001 and funding of \$75,000 in FY2001 was available for that project. An inventory of stream flows and water sources were conducted on Cross Canyon, Yellowjacket Creek and tributaries during FY2001 with \$7,000 of funding.

The Plan may recommend that certain additional resource data be gathered in implementing an action, or gathering data may be a recommended action.

SO staff assistance is requested on a number of data needs including cadastral, hydrology, and economic impact. Estimated labor costs (based on \$6,000/wm) for SO staff involvement is estimated and included in the "Projected Cost and Time Required" total.

The total costs for collecting data for the plan are carried forward into the Proposed Budget for Monument Plan Preparation in BUDGET Section L.

TABLE 1: Preparation Plan Data Needs and Status									
1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
Appendix CIA: Where are additional water rights needed for management of monument objects?	Montrose District Water Source Inventory	Partially	Update of 1984 water source inventory.	\$5,000.00					
	Water Rights Database	Yes							
Appendix CIA: Where are actions needed within Monument watersheds to support healthy uplands, riparian and aquatic ecosystems?	Watershed Assessment database	Partially	Completion of 2001 field assessment.	\$120,000.00	\$45,000.00		Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	USFS National Resource Information System
	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS	\$45,000.00	\$40,000.00	Yes	USFS NRIS	National	
	Noxious weed locations.	No	Digitize field inventory maps for Monument.	\$5,000.00		Yes			
	Riparian and fisheries habitat map	Partially	Hydrologist, Field Office Staff and State Office Hydrologist	\$8,000.00					

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
				Base Funding or funded in FY2001	New Funding Needed				
	Soil survey database	Partially				Yes	Natural Resource Conservation Service	National	
Appendix CIB: What is the desired mix of vegetative types, structural stages, landscape and riparian functions necessary to protect monument objects and achieve healthy public lands?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
	Existing treated areas. Range Improvement System	Partially	Update RIS database.			Yes	BLM Range Information System	National	
	Special Status Species Occurrences.	Partially	Complete Colorado Natural Heritage Program inventory.		\$25,000.00	Yes	Colorado Natural Heritage Program	Regional?	
Appendix CIB: What areawide actions & use restrictions are needed to achieve desired vegetative conditions?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
Appendix CID: What measures are needed to proactively manage, protect & use cultural resources including traditional cultural properties?	State Historic Preservation Office database of previous inventories	Partially	SHPO database completion by monument archeologist and SHPO office.	\$30,000.00					



1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
	Baseline data to determine protection, use and preservation measures.	Partially	Contract to conduct inventories in selected areas of monument, digitize sites and database.	\$200,000.00	\$200,000.00				
	State Historic Preservation Office database of prehistoric and historic sites	Partially	SHPO database completion by monument archeologist and SHPO office	\$35,000.00					
	Digital Monument photo inventory and archive	No	AHC staff, Monument Recreation Tech and GIS positions.		\$18,000.00				
	Historic Context Studies	No	Contract		\$75,000.00				
	Oral History Studies	No	Contract		\$50,000.00				
	Ethnographic Study/cultural affiliation determination	No	Contract	\$50,000.00					
Appendix CIE: What measures are needed to promote the scientific, educational, and recreational uses of fossils; and (c) threats to paleontological resources are identified and mitigated as appropriate?	Vertebrate and Invertebrate fossil locations in the Monument	No	State Office Paleontologist	\$12,000.00					

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
				Base Funding or funded in FY2001	New Funding Needed				
Appendix CIF: Where are the viewsheds for Designated VRM classes?	Visual Resource Viewsheds and viewpoints (derived for DEMs, topographic maps)	No	Specialists identifying critical viewpoints and developing coverage in GIS	\$10,000.00					
Appendix CIG: What are the strategies and decisions necessary to conserve and recover special status species and their habitat including BLM sensitive species?	Special Status Species Occurrences	Partially	Completion of Colorado Natural Heritage Program inventory			Yes	Colorado Natural Heritage Program	Regional?	
Appendix CIH: What are the existing and desired population and habitat conditions for major habitat types that support a wide variety of game and nongame species.	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
	Watershed Assessment database	Partially	Completion of 2001 field assessment				Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	
	Colorado Division of Wildlife GAP analysis	Yes				Yes	US Fish and Wildlife Service Gap Analysis	National	

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
	Colorado Division of Wildlife GMU and DAUs	Yes				Yes	Colorado Division of Wildlife	Regional	
Appendix CIH: What designations of priority species and habitats are needed, including Special Status Species, and populations of fish or wildlife species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age? What special management attention should be considered for the other species listed in the Monument Proclamation?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
	Watershed Assessment database	Partially	Completion of 2001 field assessment				Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	
	Special Status Species Occurrences, including species listed in Proclamation.	Partially	Update Colorado Natural Heritage Program inventory of Monument			Yes	Colorado Natural Heritage Program	Regional?	
	1998 Southwestern Willow Flycatcher survey	Partially	Digitize survey maps			Yes	USGS Southwestern Willow Flycatcher Protocol (1997)	National	

1	2	3	4	5		6	7	8	9
Planning Question	Needed Data Set(s)	Data Sets Available? Yes/No/Partially	Proposed Remedy for Data Gaps?	Est. Cost \$\$		Are FGDC Metadata Available ? Yes/no	Name/Source of Data Standard	Does Available Data meet a National or Regional Standard?	Name/Source of Potential National or Regional Data Standard?
Appendix CIH: What actions and areawide use restrictions needed to achieve desired population and habitat conditions while maintaining a thriving natural ecological balance and multiple-use relationships?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
	Watershed assessment database	Partially	Completion of 2001 field assessment				Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	
Appendix CIJ: What are the fire management zones needed to provide for ecosystem health while protecting monument objects?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	
	Historic fire occurrence	Partially	Digitize historic fire locations	\$2,000.00					
Appendix CIIB: What lands are available or not available for livestock grazing?	Common Vegetation Unit database	No	Development of database using USFS protocol in NRIS			Yes	USFS NRIS	National	

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
	Watershed Assessment database	Partially	Completion of 2001 field assessment.			Will be developed	Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	
	Grazing Allotment Boundaries	Yes				Yes	BLM	National	
Appendix CHIC: What are the allowable kinds and levels of recreation to sustain the goals, standards, and objectives that balance the public's recreation demands with the natural resource capabilities and objects within the Monument?	Recreation Opportunity Spectrum	No	Staff Recreation Planner	\$6,000.00		Yes	BLM	National	
Appendix CIID: Where are Right-of-way corridors, avoidance areas, and exclusion areas, along with any general terms and conditions that may apply (see 43 CFR Part 2800).	Existing rights-of-way	Partially	Completion of LRS2000 database. Or use of Premier S software to analysis.		\$26,000.00	Yes	BLM	National	

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
				Base Funding or funded in FY2001	New Funding Needed				
Appendix CIIF: Where are valid existing rights for Oil & Gas leases located in the Monument?	Oil & gas lease boundaries	Partially	AFMMS database and Premier Software.		\$2,000.00	Yes	BLM	National	
Appendix CIIF: Are there areas that need to be leased for Oil & gas development to resolve drainage issues?	Oil & gas potential	Yes				Yes	BLM Colorado Statewide Oil & Gas Potential	National	
	Existing oil & gas lease boundaries	Partially	Verify existing information through use of Premier software.		\$2,000.00	Yes	BLM	National	
	Geologic map of the Monument	No	Monument GIS position digitize USGS map.	\$2,000.00		Yes	USGS	National	
Appendix CIIF: What is the potential for future Oil & Gas development within the Monument?		No	Reasonably foreseeable development constructed by Specialists using Premier software.	\$15,000.00		Yes	BLM	National	
Appendix CIIF: Are additional oil & gas lease stipulations needed to protect Monument objects?	Existing oil & gas lease stipulations	Yes	Premier software		\$1,000.00	Yes	BLM	Regional	
Where should roads and trails exist to provide for the Monument purposes?	Montezuma/Dolores County road map	No	Acquire coverage from Montezuma County and correct projection.			No			Montezuma County road inventory.

1 Planning Question	2 Needed Data Set(s)	3 Data Sets Available? Yes/No/Partially	4 Proposed Remedy for Data Gaps?	5 Est. Cost \$\$		6 Are FGDC Metadata Available ? Yes/no	7 Name/Source of Data Standard	8 Does Available Data meet a National or Regional Standard?	9 Name/Source of Potential National or Regional Data Standard?
	2001 roads and trails inventory.	Partially	GIS specialist convert GPS data to coverage. Attribute coverage by Recreation Planner from field data sheets.	\$9,000.00		Will be developed	BLM road & trail data dictionary.	Regional	
All Questions (Base Map)	Land status, basic topographic features, major roads, streams, county boundaries, cities.	Yes				Yes	USGS, BLM existing coverages.	National	
What are the economic impacts of Monument management?		No	Socio-economic analysis of planning area by Colorado State Office	\$18,000.00		Yes	BLM	Regional	
What areas have high erosion potential?	Soil maps (Order 3)	Partially	Contract with NRCS for completion of Montezuma and Dolores County Soil Survey with FGDC compliant metadata.		\$6,000.00	Will be developed	Soil Taxonomy 2 <sup>nd</sup> Edition, 1999 (USDA/NRCS)		
	Watershed assessment database	Partially	Completion of 2001 field assessment.			Will be developed	Interpreting Indicators of Rangeland Health Technical Reference 1734-6 BLM 2000	National	

1	2	3	4	5		6	7	8	9
Planning Question	Needed Data Set(s)	Data Sets Available? Yes/No/Partially	Proposed Remedy for Data Gaps?	Est. Cost \$\$		Are FGDC Metadata Available ? Yes/no	Name/Source of Data Standard	Does Available Data meet a National or Regional Standard?	Name/Source of Potential National or Regional Data Standard?
				Base Funding or funded in FY2001	New Funding Needed				
Where are there access needs and restrictions in the Monument?	Map of existing & needed access points.	No	Field Office staff develop.	\$5,000.00					
			Total Data Costs FY2001 to FY2004	\$577,000.00	\$490,000.00				

**Notes** \*Executive Order #12906 requires FGDC-compliant metadata for geospatial data used by Federal agencies.

1. PLANNING QUESTION - The question, or issue with a data requirement. (Pre-Plan Question/Issue from I.M. 2001-038)

2. NEEDED DATA SETS - The specific data needed to address the PLANNING QUESTION.

3. AVAILABILITY OF DATA SETS - Is there existing data or new data yet to be collected or acquired?

4. WORK TO OBTAIN/PREPARE DATA - If new data, describe how the data will be obtained. If existing data will be converted to GIS or some other format, describe processing.

5. ESTIMATED COSTS - Summary of costs associated with collecting or converting required data.

6. AVAILABILITY OF FGDC METADATA - Does metadata exist that is in compliance with the FGDC Geo-Spatial Metadata Content Standard?

7. NAME/SOURCE OF DATA STANDARD - what is or will be the name/source of the data standard? What kind of standard is it: has it been designated by BLM at the National, State, Regional, Local level? If the data does not meet a national or regional standard be sure to document the standard being used. If the data does not meet any standard, indicate that.

8. DATA MEETS NATIONAL OR REGIONAL STANDARD? - If there is a national or regional standard, does/will the data meet that standard? (VERIFY WITH DATA STEWARD)

9. NAME/SOURCE OF POTENTIAL DATA NATIONAL OR REGIONAL STANDARD - If there is a national or regional data standard in general use but is not being used in your plan, and you believe it would be an appropriate standard to work toward, list it.

~

**Note:** Entries for data sets that apply to more than one question should be cut and pasted to complete the entry for each line so that each action type/question is self-contained. This will enable us to more readily transfer the information to a database.



## H. PARTICIPANTS IN THE PROCESS

### 1. ROLES, RESPONSIBILITIES, AND AUTHORITIES

#### a. Management Team

- 1) ***Monument Manager:*** Manages daily operations of Monument. Provides overall supervision of Monument staff, sets priorities for completing plan, and general oversight of Monument plan preparation details. Prepares and executes Monument budget, hires and supervises staff. Serves as point person in the plan public participation process. Designated Federal Officer for Monument Advisory Committee. Coordinates with the NPS Superintendent and Liaison. Keeps Center Manager up to date on progress and recommends solutions to keeping progress on track; approves the pre-plan analysis; recommends draft and final products to Center Manager.
- 2) ***BLM San Juan Public Lands Center Manager:*** Sets Monument Manager and Planning Team priorities; provides overall direction and management guidance to the core and interdisciplinary team; ensures final product is responsive to the issues and is implementable; ensures that management of lands and resources along agency administrative boundaries is arrived at in a collaborative manner to avoid different approaches and confusing direction in these areas; helps develop issues and questions. Keeps State Director up to date on progress and recommends solutions to keeping progress on track; approves the pre-plan analysis; recommends draft and final products to State Director.
- 3) ***BLM State Director:*** Approves Draft plan and signs EIS, BLM's Record of Decision and final document; provides staff coordination and review; assists in protests; provides some scarce skill specialists for the interdisciplinary team as needed (economics, air quality).

#### b. Interdisciplinary Team (I.D. Team)

Attend all I.D. Team meetings; submit input for various components of the plan and EIS that will, within the scope and detail of the plan, resolve the identified issues in an interdisciplinary and coordinated manner; submit typed, accurate, and properly formatted input (and backup maps as needed) to Core Team on time; coordinate and communicate with employees in appropriate offices or other agencies to insure that the plan contains interdisciplinary, complete, and accurate information; consult with Core Team in advance of deadlines, in the event delays are anticipated or input questions arise; assure an interdisciplinary approach is used during writing periods by consulting with

allied resource specialists and support personnel; and provide maps at the appropriate scale for publication and for use during the analysis period.

**c. Core Team**

- 1) ***Monument Manager:*** See Monument plan-related duties listed above.
- 2) ***Monument Community Planner - EIS Team Leader:*** Acts as the planning team leader during the 3-year plan preparation period. Responsible for the completion of day-to-day tasks that result in progress being made towards getting the plan completed; directs involvement of the I.D. Team. Ensures public involvement, coordinates with contractors, and does what is necessary to complete the plan in a timely manner. Facilitates Monument Advisory Committee activities.
- 3) ***Dolores Public Lands Office Recreation, Range, Noxious Weeds, Fire & Wildlife Specialists; Monument/Dolores Public Lands Field Office GIS Specialist; San Juan Public Lands Center Minerals Staff:***  
Receive direction and leadership from Team Leader: provide recreation and biological resource management input into the plan; provide review of and edit I.D. Team and other input to ensure issues are resolved in an interdisciplinary approach; coordinate with and provide feedback to I.D. Team members, and assist and guide them as needed during, before, and after submissions; assist in conducting public meetings and responses to inquiries; and assist Team Leader in team or management briefings as needed.
- 4) ***NPS Liaison:*** Insures final product is responsive to the joint BLM/NPS management issues and is implementable; with the BLM Monument Manager, ensures that management of lands and resources along agency administrative boundaries is arrived at in a collaborative manner to avoid different approaches and confusing direction in these areas; helps develop issues and questions, and helps resolve issues through the development of the management actions in the plan; keeps the National Park Service aware of progress; serves as NPS spokesperson in the public participation process.

**d. Ad Hoc and Support**

***San Juan Public Land Center and State Office:*** Provides NEPA management planning and environmental coordination, resource management guidance and review, policy interpretation, and general assistance; procurement and publication assistance (printing and camera-ready graphics); ADP help and assistance.

e. **GIS & Internet Coordinators**

- 1) ***San Juan Public Lands Center:*** Provides digitizing services; assistance in determining contents of themes; training for I.D. Team members and seasonals in preparing maps for digitizing; graphic and tabular information for I.D. Team from stored information while analysis and writing occurs; coordination with Core Team on potential problems and solutions in advance of critical periods; communications with State Office GIS staff in implementing GIS system.
- 2) ***State Office:*** Provides GIS digitizing for some resource themes; creation of data for base map for documents; trouble-shooting for GIS system; administers State Office Internet web site for Monument public “chat room.”

f. **Planning/Environmental Staff**

***San Juan Public Lands Center and State Office:*** Provides plan and EA preparation guidance; assistance during writing instruction sessions; attendance at meetings; interpretation of NEPA policy and regulations; assistance in preparing written responses to comments from the public; assistance in public input processes; budget and financial planning help and guidance; technical review of entire document(s); communication with State Office peer in seeking clarity and interpretation of policy and direction from CSO.

g. **Community Involvement**

A Monument Advisory Committee and Montezuma County government will be cooperators in development of the plan. Once an Advisory Committee is appointed a collaborative planning exercise will be initiated to provide for community development of solutions and recommendations to address planning issues.

2. **TEAM LISTS**

a. **Management Team**

Ann Morgan, State Director, Colorado State Office, Denver  
Cal Joyner, San Juan Public Lands Center Manager, Durango  
Kent Hoffman, Associate San Juan Public Lands Center Manager, Durango  
LouAnn Jacobson, Canyons of the Ancients National Monument Manager, Dolores

**b.     Core Team**

LouAnn Jacobson, Monument Manager

To Be Announced, Monument Planner/ Team Leader

Penny Wu, Dolores Public Lands Office, Outdoor Recreation Planner

Kathleen Nickell, Dolores Public Lands Office, Wildlife Biologist

Michael Jensen, Dolores Public Lands Office, Range Management Specialist

Laura Kochanski, Monument Supervisory Archeologist

To be announced, Hovenweep National Monument, NPS Liaison

**c. Interdisciplinary & Support Teams**

<i>NAME, TITLE, OFFICE</i>	<i>AGENCY</i>	<i>RESOURCE(S)</i>
Victoria Atkins, AHC/Monument Interpretation/Education Lead	BLM	Interpretation & Education
Laura Kochanski, Monument Supervisory Archaeologist	BLM	Cultural resources
Marilynn Eastin, AHC/Monument Administrative Assistant	BLM	Administrative Support
To be announced, Monument Ecologist	BLM	Landscape Health, Vegetation, Riparian
To be announced, Monument Planner	BLM	Community relations, Advisory Committee coordination, contract administration
Mark Applequist, Dolores Public Lands Office GIS Coordinator	USFS	GIS/Mapping
Dan Green, Dolores Public Lands Office GIS Coordinator	USFS	GIS/Mapping
Michael Jensen, Dolores Public Lands Office Range Management Specialist	BLM	Livestock grazing
Shauna Jensen, Dolores Public Lands Office Hydrologist	USFS	Water resources
Tom Kelly, Dolores Public Lands Office Fire Control Officer	BLM	Fire
Kathleen Nickell, Dolores Public Lands Office Wildlife Biologist	BLM	Terrestrial Wildlife, Special Status Species & Habitat
Leslie Stewart, Dolores Public Lands Office Ecologist	USFS/BLM	Landscape Health, Riparian
Penny Wu, Dolores Public Lands Office Recreation Specialist	BLM	Recreation/Wilderness
Ann Bond, San Juan Public Lands Center Public Affairs Officer	USFS/BLM	Public Affairs
Matthew Janowiak, San Juan Public Lands Center Hydrologist	BLM	Water resources
Clyde Johnson, San Juan Public Lands Center Realty Specialist	BLM	Realty/Lands, Withdrawals, Access
Dan Rabinowitz, San Juan Public Lands Center Petroleum Engineer	BLM	Fluid Mineral resources
Loren Wickstrom, San Juan Public Lands Center Geologist	BLM	Locatable Mineral resources
Harley Armstrong, Regional Paleontologist	BLM	Paleontology
Don Bruns, State Office Recreation Specialist	BLM	Ad Hoc Advisor
Eric Finstick, State Office Wilderness Specialist	BLM	Ad Hoc Advisor
Dan Haas, State Office Archeologist	BLM	Ad Hoc Advisor
Jim Sorenson, State Office Support Services	BLM	Internet/GIS Support
Glenn Wallace, State Office Planning Specialist	BLM	Ad Hoc Advisor
To be announced, NPS Liaison	NPS	BLM/NPS Issues

NOTE: Other BLM or other agency specialists or employees may be utilized during the plan preparation.

## **I. FORMAT AND PROCESS FOR THE PLAN**

### **1. GENERAL STEPS AND FORMAT**

The format and outline for the plan will come from BLM NEPA planning and management guidance and manuals. All legal and policy requirements will be met in the plan and in the process regarding public notices, required elements, distribution of draft and final documents, and specific laws; the National Environmental Protection Act (NEPA) and Council on Environmental Quality guidelines (CEQ ) will be met. The draft and final Environmental Impact Statement (EIS) will be published with the Draft and final versions of the plan.

Public comments will be analyzed after a 90 day review period for the Draft plan and EIS. All comments will be considered by the agencies before the final plan and EIS, and Record of Decision(s) are published. See the plan and EIS preparation schedule for general content of the plan and the process to be used. Detail of maps in the plan will depend on the information being presented.

### **2. ALTERNATIVE FORMULATION**

A range of alternatives, including a No Action alternative, will be developed to respond to the issues identified at the outset of the process. Each alternative will provide different solutions to the issues and concerns brought out. The objective in alternative formulation will be to develop realistic, implementable solutions that represent a complete plan in and of themselves. Some subalternatives may be identified where only portions of an alternative requires variations in resource management potential.

Likely alternatives to be formulated for the Plan include: **1) No Action Alternative**, which will continue management of the Monument under the San Juan/San Miguel Resource Management Plan; **2) Enhanced Protection and Conservation Alternative**, which will maximize the enhancement and protection of the Monument's natural, cultural, and scenic resources; **3) Enhanced Recreation Alternative**, which will maximize the recreation opportunities available in the Monument while still providing protection for the Monument's cultural and other natural resources; and the **4) Minimum Legal Alternative** which will consider management of the Monument with the minimum restrictions to implement the Proclamation for cultural resource and natural resource protection. Changes to alternatives may be made after consultation with the public and the Monument Advisory Committee.

### **3. INTERNAL REVIEW OF THE PLAN**

Four weeks will be permitted for the internal review of the draft and final plans, and EIS by the BLM and NPS, including time required to transmit comments to the core team, SO, and WO. Forms will be supplied electronically to all reviewers to facilitate receipt of comments and to facilitate the analysis of the comments and needed corrections. For the BLM, review will take place at the Dolores Public Lands Office, San Juan Public Lands Center, State Office, and Washington, D.C. NLCS headquarters. Park Service review will take place at the

NPS Natural Bridges National Park office, NPS Regional Office in Denver and Washington, D.C. headquarters.

#### **4. FORM OF INPUT FROM I.D. TEAM AND REVIEWERS**

BLM input will be paper copies, typed, and on 3.5" floppy discs or CDs, in Corel WORDPERFECT software; input also will be provided verbally, on flipcharts, via e-mail, or other medium at group and one-on-one meetings and contacts. The BLM State, San Juan Public Lands Center, and Washington Office NLCS coordinators and the NPS Liaison will assist in obtaining timely input from reviewers.

#### **5. ACCOUNTABILITY**

Individuals working on this plan are accountable for completing their specific tasks on time. Plan accomplishments will be made a critical element in team members Employee Performance Plan and Results Report. A smooth progression to each step requires this. Management and supervisors will be kept informed of progress at key milestones. All efforts will be made by the Team Leader to keep team members and reviewers aware of the schedule and elapsed time. Any situations that occur in which a delay seems imminent will be resolved immediately by collaboration between the Team Leader and individuals involved. The objective will be to evaluate the circumstances, insure all involved are aware of the impacts, and take actions to get the schedule and products on track again.

#### **J. PLAN PREPARATION SCHEDULE (Appendix C)**

A proposed preparation schedule for the Planning Process is provided in Appendix C. The schedule gives estimated time frames for the completion of the required plan components. The time line considers using a contractor for plan preparation and also allows time for the hiring of a Monument Planner/Team Leader.

#### **K. PUBLIC PARTICIPATION PROCESS AND STAKEHOLDERS LIST**

The public participation opportunities for the major stages of the planning process are listed below. The schedule for these events will be published later. Appendix D provides a preliminary draft of the public participation schedule. Every effort will be made to assure meaningful public involvement continuously throughout the process. This includes using Internet technology. Plans are for an interactive website that provides information and solicits comments from Monument users and interested public. Montezuma County will be a cooperator in plan development and a Monument Advisory Committee will be integrated throughout plan development. Field trips and collaborative work shops will be conducted to include individual and community perspectives and knowledge in development of the plan. Training in the Community Partnership Series from the National Training Center will be used to implement collaboration with the community.

### **Identify Issues, Planning Criteria, and Management Concern**

1. Federal Register Notice of Intent, media articles, website information regarding the preparation and content of the plan, and an announce schedule of upcoming scoping meeting will be sent to people on mailing list by e-mail and letters.
2. Informal public open house scoping meetings will be organized and facilitated by a Plan contractor to gather public input on the issues, management concerns to be resolved in the plan, and on the planning criteria and process. Written comments on issues/scope of the Plan will be requested with a 30 day comment period.

### **Formulate Alternatives**

3. Informal public open house meetings will be held with the public, interested groups, agencies, etc. to discuss alternatives and make sure issues are addressed. Newsletters will be developed by the contractor to provide background information on issues and alternatives.
4. The public will respond via written, verbal responses in 30-day comment period.

### **Issue the Draft Monument Plan/EIS**

5. Notice of the Availability of the draft plan/EA. Federal Register Notices regarding the availability of the draft plan/EIS and a 90-day period for public comments to be submitted will be published; newspaper articles will be published in local/regional papers advertising the availability of the draft plan/EIS; the 90-day comment period, and the schedule of the public meetings to be held during the comment period.
6. Public meetings will be held locally during the 90-day public comment period to gather verbal or written input on the draft plan/EIS.

### **Publish the Proposed Final Monument Plan/EIS**

7. The final plan/EIS will be sent to those on the mailing list as well as to all those that participate in the planning process during the preparation of the plan. The availability of the plan will be advertised in regional newspapers and other media. A notice explaining the protest period of 30 days will be included.
8. A Governor's consistency review (60 days) will be solicited.
9. Informal public input, written, verbal, and e-mail will be welcomed any time in the process, will be documented and routed to the Monument Manager, and then to the Team Leader. A form for this type of input is in Appendix D.



### **Respond to Protests**

10. Written responses will be sent to the public as needed.
11. Federal Register Notice requesting comments on significant changes will be published as result of a protest.

### **Publish Approved Plan**

12. Public will be notified via news articles, e-mail, website, and transmittal letters of the availability of the approved Plan.

### **Stakeholders List**

Major groups of stakeholders that have been identified are listed below. Additional stakeholders will be identified throughout the process. A mailing list identifying key people in these organizations, agencies, and interest groups will be compiled with the assistance of the plan contractor who will be responsible for handling all mailings, and notifications of public meetings, input deadlines, etc., associated with the public participation process.

Interested public	Southwestern Land Owners Assoc.
National, state, and local agencies	Colorado Environmental Coalition
US Fish & Wildlife Service	San Juan Citizens Alliance
Montezuma County Commissioners	Kinder Morgan CO2 Company
Dolores County Commissioners	Crow Canyon Archaeological Center
Private hunters	Ft. Lewis College
Commercial outfitters	Hovenweep National Monument and Mesa
State, county, and municipal elected officials	Verde National Park
Grazing Permittees	Southwest Resource Advisory Council
Interested businesses and consultants	Canyons of the Ancients Advisory
Native American Tribal Governments	Committee
Adjacent private landowners and in holders	Society for American Archeology
The Nature Conservancy	Colorado Council of Professional
National Mountain Bike Association	Archeologists
National Trust for Historical Preservation	Colorado Archeology Society
Mesa Verde Backcountry Horsemen	Media
Colorado Cattlegrowers Association	

### **L. MONUMENT STAFFING, OFFICE SPACE, AND EQUIPMENT NEEDS**

Appendix E provides the San Juan Public Land Center's proposed Table of Organization for effective staffing and management of the Canyons of the Ancients National Monument. A short description and rationale is provided for the new positions requested. Both management of the Monument and preparation of the Plan will require assistance and involvement by the San Juan Public Lands Center and Dolores Public Lands Office staffs.

Additional office space and equipment (office furniture, computers, printers, etc.) will be needed to accommodate new Monument positions. The buildings which currently house the Anasazi Heritage Center and Dolores Public Lands Office are at capacity. Changes are needed to effectively provide offices and visitor services for the Monument, Anasazi Heritage Center, and the Dolores Office.

## **M. BUDGET**

TABLE 2 provides the proposed total “Budget for Monument Plan Preparation” for FY2001 through 2004. The Budget includes all costs associated with development of the plan including data needs collection, contracting costs, BLM staff work months, Federal Register Notices, DOC, vehicle, travel, and support costs. Budget will require funding from a number of subactivities.

BLM work month costs related to plan development include Monument and Core and ID Team staff already on board and new positions identified in the Monument TO still yet to be hired (i.e., Monument planner, ecologist and GIS positions). Permanent work month costs were estimated at \$ 6,000/wm. Seasonal work months, included in the Data Collections columns were figured at \$ 3,000/wm. Amounts for office overhead and vehicles were based on proportionate actual cost data necessary to support this project. Contractor costs listed include costs for travel, scoping meetings, writing, printing, and mailing costs from Draft to ROD.

**It is important to note that only those work months associated with plan development are included in this budget.** Work month costs are assumed to be covered within base budgets unless otherwise noted. The table is not intended to project overall Monument management needs over the next three years while the plan is being developed. These needs, which include additional permanent and seasonal positions, vehicle, maintenance, and support needs, have already been or are currently being identified in separate Monument budget submissions to the SO and WO. Total FY 2001-2004 Monument Plan development costs for BLM labor, overhead and support, and contracting services and are shown in Table 3.

**TABLE 2: Proposed Budget Monument Plan Preparation**

Monument PLAN COMPONENT	FY-2001		FY-2002		FY-2003		FY-2004	
	<i>From Base *</i>	<i>Additional Funding AWP</i>	<i>From Base**</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From. Base</i>	<i>Additional Funding Required</i>
Baseline Data collection, compilation and analysis	\$ 6 K Mgr 1 wm	\$123 K Service First CVU \$280 K Cultural Contracts \$120 K Land Health Assessment	\$10 K Seasonals 4 wms \$ 6 K Mgr 1 wm \$18 K ID Team 3 wms	\$250 K (see Table 1)	\$25 K 10 wms		\$5 K 2 wms	
	\$ 6 K Total	\$523 K Total	\$ 34 K Total	\$250 K Total	\$25 K Total		\$5 K Total	
Project Initiation - Establish Team, prepare RFP, select & hire contractor, team meetings. Community Partnership Training.  Travel, Overhead(OH) /Vehicle (Veh), support costs			\$ 6K FO Mgr 1 wm \$ 6K Mgr 1 wm \$ 6K Core Team 1 wm   \$ 2 K Travel/Support  \$20 K Total	\$18 K Team Leader 3 wms   \$15 K Training \$ 8 K Travel/support, meeting rooms \$ 3 K OH/Veh.  \$44 K Total				
Preparation of Proposed Action - Scoping analysis, outreach, ID team meetings, contractor costs*. (Jan- Sept 30),  Power Point equip, travel, support, DOC/Vehicle costs.			\$6 K Mgr 1 wm \$42 K ID/Core Team 8 wms  \$48 K Total	\$30 K Team Leader 5 wms  \$175 K Contractor \$ 15 K Travel/Support \$ 13 K OH/Veh.  \$233 K Total				
Write Draft Plan and EIS - plan prep, internal reviews, contractor/printing costs.  Support, DOC/Vehicle costs					\$ 6 K Mgr 1 wm \$48 K ID/Core Team 8 wms  \$54 K Total	\$60 K Team Leader 10 wms  \$350 K Contractor \$ 12 K Support \$ 18 K OH/Veh  \$440 K Total		

TABLE 2: Proposed Budget Monument Plan Preparation								
Monument PLAN COMPONENT	FY-2001		FY-2002		FY-2003		FY-2004	
	<i>From Base *</i>	<i>Additional Funding AWP</i>	<i>From Base**</i>	<i>Additional Funding Required</i>	<i>From Base</i>	<i>Additional Funding Required</i>	<i>From. Base</i>	<i>Additional Funding Required</i>
Write Final Plan and EIS - comment analysis, prepare final, internal review, contractor/printing.							\$ 6 K Mgr 1 wm \$24 K ID/Core Team 4 wms	\$48 K Team Leader 8 wms
Travel for special agency meetings, Support, Contractor , D OC /Vehicle costs								\$150 K Contractor \$ 12 K Support \$ 18 K OH/Veh
							\$30 K Total	\$228 K Total
Management Decisions - prepare ROD, Governor's Consistency Review, answer protests, misc expenses, DOC/Vehicle costs (July 2003-Sept), Management briefings in Denver, WO							\$ 6 K Mgr 1 wm \$ 6 K other management 1 wm	\$ 12 K Team Leader 2 wms
							\$12 K Total	\$ 75 K Contractor
								\$ 87 K Total
TOTAL	\$ 6 K	\$523 K	\$102 K	\$527 K	\$ 79 K	\$ 440 K	\$ 47 K	\$ 315 K
\$2,039,000.00								

\* Canyons of the Ancients received no base funding in FY2001. Manager work months funded by CO-180.

\* Assumes Canyons of the Ancients will receive/establish base funding in FY2002.

<b>TABLE 3: Total Budget for Monument Plan Preparation (FY2001-04)</b>				
	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>
<b>Total BLM Labor Costs</b>				
Core/ID Team (20 wms)		<b>\$66,000.00</b>	<b>\$48,000.00</b>	<b>\$24,000.00</b>
Team Leader/Community Planner (28 wms)		<b>\$48,000.00</b>	<b>\$60,000.00</b>	<b>\$60,000.00</b>
Monument Manager, FO Manager (7 wms)	<b>\$6,000.00</b>	<b>\$24,000.00</b>	<b>\$6,000.00</b>	<b>\$18,000.00</b>
Data Collection (approx.45 seasonal wms)		<b>\$10,000.00</b>	<b>\$25,000.00</b>	<b>\$5,000.00</b>
Subtotal	<b>\$6,000.00</b>	<b>\$148,000.00</b>	<b>\$139,000.00</b>	<b>\$107,000.00</b>
<b>Total Contracting Costs</b>				
Plan Development Contract (750,000 base cost)		<b>\$175,000.00</b>	<b>\$350,000.00</b>	<b>\$225,000.00</b>
Data Collection Contracts	<b>\$523,000.00</b>	<b>\$250,000.00</b>		
Community Partnership Training		<b>\$15,000.00</b>		
Subtotal	<b>\$523,000.00</b>	<b>\$440,000.00</b>	<b>\$350,000.00</b>	<b>\$225,000.00</b>
<b>Total Overhead &amp; Support Costs</b>				
Office Overhead & Vehicle Costs		<b>\$16,000.00</b>	<b>\$12,000.00</b>	<b>\$18,000.00</b>
Travel/Support Cost		<b>\$25,000.00</b>	<b>\$18,000.00</b>	<b>\$12,000.00</b>
Subtotal	<b>\$0.00</b>	<b>\$41,000.00</b>	<b>\$30,000.00</b>	<b>\$30,000.00</b>
<b>Total</b>	<b>\$529,000.00</b>	<b>\$629,000.00</b>	<b>\$519,000.00</b>	<b>\$362,000.00</b>
<b>Grand Total</b>	<b>\$2,039,000.00</b>			

**June 9, 2000**

**ESTABLISHMENT OF THE CANYONS  
OF THE ANCIENTS NATIONAL MONUMENT  
BY THE PRESIDENT OF THE UNITED STATES OF AMERICA  
A PROCLAMATION**

Containing the highest known density of archaeological sites in the Nation, the Canyons of the Ancients National Monument holds evidence of cultures and traditions spanning thousands of years. This area, with its intertwined natural and cultural resources, is a rugged landscape, a quality that greatly contributes to the protection of its scientific and historic objects. The area offers an unparalleled opportunity to observe, study, and experience how cultures lived and adapted over time in the American Southwest.

The complex landscape and remarkable cultural resources of the Canyons of the Ancients National Monument have been a focal point for archaeological interest for over 125 years. Archaeological and historic objects such as cliff dwellings, villages, great kivas, shrines, sacred springs, agricultural fields, check dams, reservoirs, rock art sites, and sweat lodges are spread across the landscape. More than five thousand of these archaeologically important sites have been recorded, and thousands more await documentation and study. The Mockingbird Mesa area has over forty sites per square mile, and several canyons in that area hold more than three hundred sites per square mile.

People have lived and labored to survive among these canyons and mesas for thousands of years, from the earliest known hunters crossing the area 10,000 years ago or more, through Ancestral Puebloan farmers, to the Ute, Navajo, and European settlers whose descendants still call this area home. There is scattered evidence that Paleo-Indians used the region on a sporadic basis for hunting and gathering until around 7500 B.C. During the Archaic period, generally covering the next six thousand years, occupation of the Four Corners area was dominated by hunters and gatherers.

By about 1500 B.C., the more sedentary Basketmakers spread over the landscape. As Ancestral Northern Puebloan people occupied the area around 750 A.D., farming began to blossom, and continued through about 1300 A.D., as the area became part of a much larger prehistoric cultural region that included Mesa Verde to the southeast. Year-round villages were established, originally consisting of pit house dwellings, and later evolving to well-recognized cliff-dwellings. Many archaeologists now believe that throughout this time span, the Ancestral Northern Puebloan people periodically aggregated into larger communities and dispersed into smaller community units. Specifically, during Pueblo I (about 700-900 A.D.) the occupation and site density in the area increased. Dwellings tended to be small, with three or four rooms. Then, during Pueblo II (about 900-1150 A.D.), settlements were diminished and highly dispersed. Late in Pueblo II and in early Pueblo III, around 1150 A.D., the size and number of settlements again increased and residential clustering began. Later pueblos were larger multi-storied masonry dwellings with forty to fifty rooms. For the remainder of Pueblo III (1150-1300 A.D.), major aggregation occurred in the area, typically at large sites at the heads of canyons. One of these sites includes remains of about 420 rooms, 90 kivas, a great kiva, and a plaza, covering more than ten acres in all. These villages were wrapped around the upper reaches of canyons and spread down onto talus slopes, enclosed year-round springs and reservoirs, and included low, defensive walls. The changes in

architecture and site planning reflected a shift from independent households to a more communal lifestyle.

Farming during the Puebloan period was affected by population growth and changing climate and precipitation patterns. As the population grew, the Ancestral Puebloans expanded into increasingly marginal areas. Natural resources were compromised and poor soil and growing conditions made survival increasingly difficult. When dry conditions persisted, Pueblo communities moved to the south, southwest, and southeast, where descendants of these Ancestral Puebloan peoples live today.

Soon after the Ancestral Puebloans left the area, the nomadic Ute and Navajo took advantage of the natural diversity found in the variable topography by moving to lower areas, including the area's mesas and canyons, during the cooler seasons. A small number of forked stick hogans, brush shelters, and wickiups are the most obvious remnants of this period of occupation.

The natural resources and spectacular land forms of the area help explain why past and present cultures have chosen to live in the area. The geology of the area evokes the very essence of the American Southwest. Structurally part of the Paradox Basin, from a distance the landscape looks deceptively benign. From the McElmo Dome in the southern part of the area, the land slopes gently to the north, giving no indication of its true character. Once inside the area, however, the geology becomes more rugged and dissected. Rising sharply to the north of McElmo Creek, the McElmo Dome itself is buttressed by sheer sandstone cliffs, with mesa tops rimmed by caprock, and deeply incised canyons.

The area is home to a wide variety of wildlife species, including unique herpetological resources. Crucial habitat for the Mesa Verde nightsnake, long-nosed leopard lizard, and twin-spotted spiny lizard can be found within the monument in the area north of Yellow Jacket Canyon. Peregrine falcons have been observed in the area, as have golden eagles, American kestrels, red-tailed hawks, and northern harriers. Game birds like Gambel's quail and mourning dove are found throughout the area both in dry, upland habitats, and in lush riparian habitat along the canyon bottoms.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument to be known as the Canyons of the Ancients National Monument:

NOW, THEREFORE, I, the President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Canyons of the Ancients National Monument, for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries of the Monument described on the map entitled "Canyons of the Ancients National Monument" attached to and forming a part of this proclamation. The Federal land and

interests in land reserved consist of approximately 164,000 acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral leasing, other than by exchange that furthers the protective purposes of the monument, and except for oil and gas leasing as prescribed herein.

For the purpose of protecting the objects identified above, the Secretary of the Interior shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes.

Lands and interests in lands within the proposed monument not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States.

Because most of the Federal lands have already been leased for oil and gas, which includes carbon dioxide, and development is already occurring, the monument shall remain open to oil and gas leasing and development; provided, the Secretary of the Interior shall manage the development, subject to valid existing rights, so as not to create any new impacts that interfere with the proper care and management of the objects protected by this proclamation; and provided further, the Secretary may issue new leases only for the purpose of promoting conservation of oil and gas resources in any common reservoir now being produced under existing leases, or to protect against drainage.

The Secretary of the Interior shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects identified in this proclamation.

The Secretary of the Interior shall manage the monument through the Bureau of Land Management, pursuant to applicable legal authorities, to implement the purposes of this proclamation.

The establishment of this monument is subject to valid existing rights.

Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of Colorado with respect to fish and wildlife management.

This proclamation does not reserve water as a matter of Federal law. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or appropriated by the United States on or before the date of this proclamation. The Bureau of Land Management shall work with appropriate State authorities to ensure that any water resources needed for monument purposes are available.

Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian tribe.



Laws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the monument.

Nothing in this proclamation shall be deemed to affect the management of Hovenweep National Monument by the National Park Service (Proclamation 1654 of March 2, 1923, Proclamation 2924 of May 1, 1951, and Proclamation 2998 of November 26, 1952).

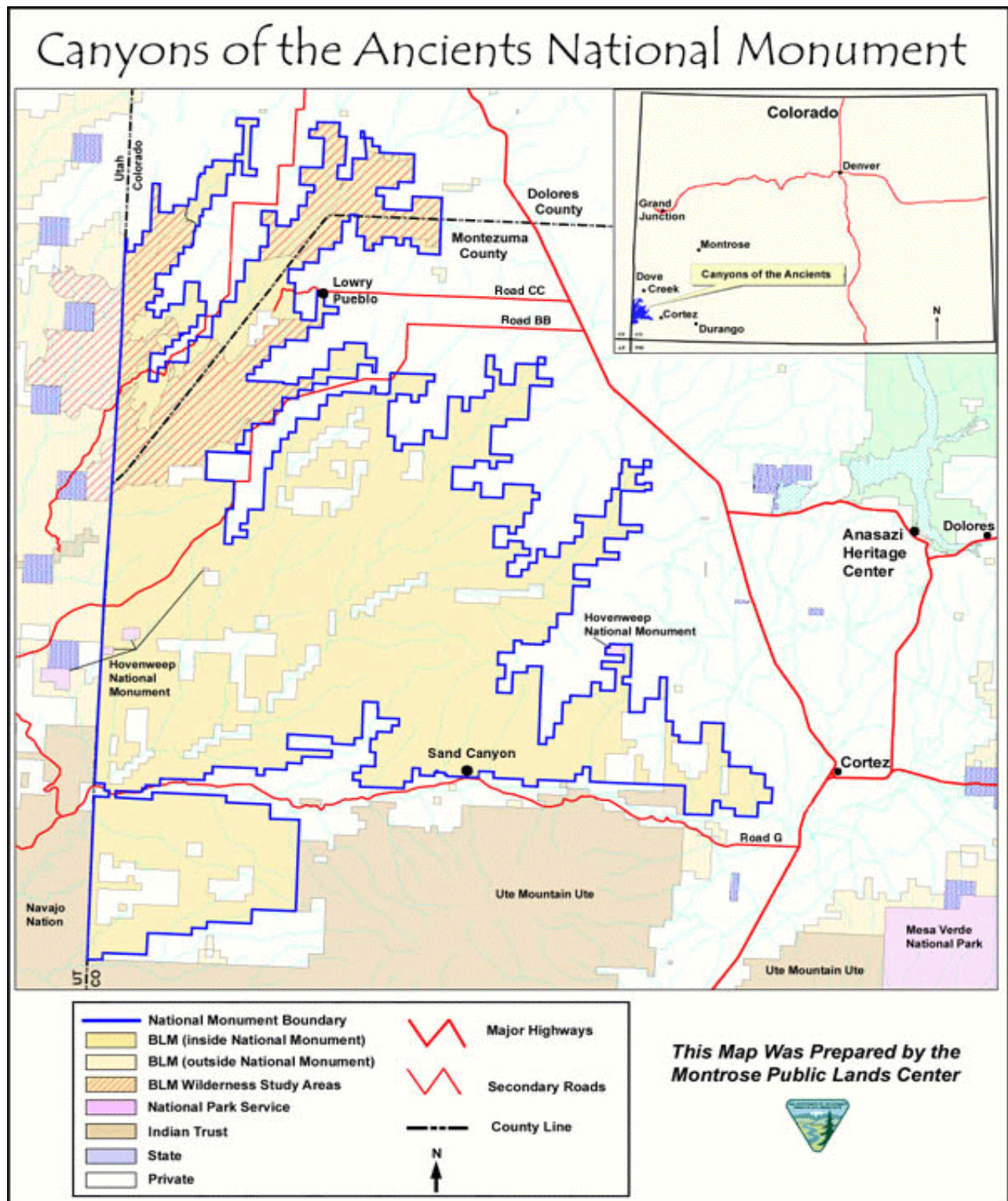
Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this ninth day of June, in the year of our Lord two thousand, and of the Independence of the United States of America the two hundred and twenty-fourth.

**The President**

**APPENDIX B: MAP OF THE CANYONS OF THE ANCIENTS NATIONAL MONUMENT**



### **APPENDIX C: PLAN PREPARATION SCHEDULE\***

OBTAIN A MAP OF THE BOUNDARY .....	September 2000
BEGIN PREPLAN .....	March 25, 2001
FINISH PREPLAN .....	October 2001
APPOINTMENT OF ADVISORY COMMITTEE .....	Awaiting action in Department of Interior
COMMUNITY PARTNERSHIP TRAINING FOR ID TEAM, ADVISORY COMMITTEE, COMMISSIONERS, MANAGERS. ....	Winter 2002
HIRE MONUMENT PLANNER NTE or Project Manager .....	by January 2002
PUBLISH NOTICE OF INTENT IN FEDERAL REGISTER .....	Winter 2002
DEVELOP AND DISTRIBUTE SCHEDULE AND PREPLAN OUTLINE .....	Winter 2002
PREPARE/PUBLISH REQUEST FOR PROPOSAL (RFP) FOR PLAN CONTRACTING SERVICES ..	Spring 2002
HIRE CONTRACTOR(S) (60 DAYS) .....	Spring 2002
BLM-NPS & ADVISORY COMMITTEE COORDINATION AND ISSUE DEFINITION MEETING ...	Spring 2002
HOLD PUBLIC ISSUE SCOPING MEETINGS: Cortez, Dolores, Durango .....	Spring 2002
ANALYZE INPUT & ASSEMBLE AVAILABLE DATA RELATIVE TO ISSUES (6 WKS) .....	Summer 2002
GATHER & ANALYZE NEW DATA WHERE NECESSARY .....	2001 & 2002 FIELD SEASONS
WRITE THE DRAFT PLAN/EIS (20 WKS) .....	June 2002-October 2002
PRINT INTERNAL REVIEW COPIES & DELIVER ( 4-5 WKS). ....	November 2002
INTERNAL REVIEW OF THE DRAFT PLAN/EIS , COMMENTS (30 DAYS) .....	January 2003
ANALYZE COMMENTS, REVISE, PRINT, AND MAIL DRAFT PLAN/EIS ( 12 WKS) ....	February-April 2003
PUBLIC COMMENT PERIOD ON THE DRAFT PLAN/EIS (90 DAYS) .....	May -July 2003
ANALYZE COMMENTS, REVISE AND FINALIZE PLAN/EIS ( 6 WKS) .....	August-September 2003
PRINT INTERNAL REVIEW COPIES, DELIVER ( 3 WKS) .....	October 2003
INTERNAL REVIEW OF FINAL PLAN/EIS ( 4 WKS) .....	November 2003
GOVERNOR'S CONSISTENCY REVIEW (60 DAYS) .....	December- February 2004
REVISE, PRINT & MAIL FINAL PLAN/EIS .....	March 2004
PUBLISH FINAL PLAN/EIS AND RECORD OF DECISION .....	May 2004

\*Note: Schedule is dependant on appointment of Monument Advisory Committee by Secretary of Interior.

**APPENDIX D: PUBLIC PARTICIPATION SCHEDULE\***

<b>PLANNING PHASE</b>	<b>PURPOSE</b>	<b>METHOD/ACTIVITY</b>	<b>DATES</b>	<b>RESPONSIBILITY</b>
<b>ISSUE, PLANNING CRITERIA IDENTIFICATION</b>	Announce upcoming scoping meetings.	Notice of Intent in <i>Federal Register</i> .	Winter 2002	Team Leader, Core Team, Monument Advisory Committee
	Request written comments on issues/scope of Plan.	30 Day Comment Period.		
	Develop mailing list.	Newsletter to names on Monument Plan mailing list.	Spring 2002	Team Leader, Monument Admin. Assistant, Monument Advisory Committee
		Press release to media.	Spring 2002	Public Affairs
	Explain planning process to public. Solicit issues and concerns. Identify scope of Plan.	Collaborative community Meetings in Cortez, Dolores, and Durango.	Winter 2002	Team Leader, Core Team, Monument Manager, Monument Advisory Committee
	Explain planning process and consistency requirements to local and state government officials. Identify agency issues and concerns.	Meet with interested groups and organizations.	TBA	Team Leader, Core Team, Monument Manager
		Meet with local governments and other agencies.	TBA	Core Team, Monument Manager
	Review input from groups showing interest in Plan.	Collaborative community meetings.	Spring 2002	Core Team & ID Team, Monument Manager, Monument Advisory Committee
<b>ALTERNATIVE FORMULATION</b>	Respond back to the public on issues to be addressed initially. Collect additional data where needed.	News article.	Spring-Fall 2002	Core & ID Team, Monument Manager, Public Affairs, Monument Advisory Committee
	Describe alternatives that have been developed. Make sure issues are addressed. Assure focus of plan.	Newsletter to public, Plan mailing list. Collaborative community meetings.	Fall 2002 Winter 2003	Core & ID Team, Public Affairs, Monument Advisory Committee
	Request comments on alternatives.		Spring 2003	
	Obtain comments on content.		Spring 2003	

PLANNING PHASE	PURPOSE	METHOD/ACTIVITY	DATES	RESPONSIBILITY
	Inform local, state, and federal agencies, interest group's key people of alternatives.	Meetings and letters.	TBA	Core Team, Monument Manager
<b>DRAFT MONUMENT PLAN/EIS</b>	Request comment on draft Monument Plan/EIS. Announce upcoming public meetings.	Draft Monument Plan/EIS mailed. 90 Day regulatory comment period.	Fall 2003	Core Team, Printer
		Press release to local and Denver media.	Fall 2003	Team Leader
		Notice of Availability in <i>Federal Register</i> .	Fall 2003	Team Leader
	Describe components of the Draft Plan/EIS and solicit comments on it.	Collaborative community meetings in Cortez, Durango & as needed.	Fall 2003	Core & ID Teams, Monument Manager
	Inform key individuals, agencies, government.	Meetings with groups, key people, government.	TBA	Core & ID Teams, Monument Manager
<b>PROPOSED MONUMENT PLAN/FINAL EIS</b>	Obtain comments on Draft Plan/EIS.	Written and verbal responses. 90 day comment period.	Winter 2004	Public
	Give public opportunity to review proposed decisions and protest decisions if adversely affected.	Publish Proposed Monument Plan/FEIS to public & mail list.	Spring 2004	Core Team, Monument Manager
		Begin 60 day Governor consistency review. Include notice explaining protest period (30 days).	Spring 2004	
	Opportunity to comment on any significant changes made as result of a protest.	Federal Register Notice requesting comments.	Summer 2004	Core Team
		News release	Summer 2004	Team Leader, Public Affairs
<b>APPROVED PLAN/ROD</b>	Notify public of final decisions.	News Article, Newsletter, transmittal letters,	Summer 2004	Team Leader, Public Affairs
	Distribute Plan.	Mail approved plan to Monument Plan mailing list.	Summer 2004	Team Leader, Monument Administrative Staff Assistant

<b>PLANNING PHASE</b>	<b>PURPOSE</b>	<b>METHOD/ACTIVITY</b>	<b>DATES</b>	<b>RESPONSIBILITY</b>
<b>IMPLEMENTATION SCHEDULE</b>	Document & Prioritize Plan Implementation, Modification, and Monitoring	Prepare Office Document	Fall 2004	Team Leader, Monument Manager and ID Team

\*Note: Schedule is dependant on appointment of Monument Advisory Committee by Secretary of Interior.

**APPENDIX E: CONTACT/COMMENT DOCUMENTATION FORM**

**CONTACT/COMMENT DOCUMENTATION**

**CANYONS OF THE ANCIENTS NATIONAL MONUMENT PLAN  
AND IMPLEMENTATION SCHEDULE**

1. NAME OF PERSON COMMENTING(S): \_\_\_\_\_

2. LOCATION OF CONTACT: \_\_\_\_\_

3. PERSON DOCUMENTING CONTACT: \_\_\_\_\_ 4. DATE: \_\_\_\_\_

5. WHAT PART OF THE PLANNING PROCESS DOES THIS CONTACT DEAL WITH?

☐ A. Mailing List

☐ B. Response to News Article/letter

☐ C. Response to Federal Register Notice

☐ D. Schedule

☐ E. Preplan Analysis

☐ K. Draft plan: Which Chapter? \_\_\_\_\_

☐ L. Alternative(s): Which Ones? \_\_\_\_\_

☐ M. Final plan: Which Chapter? \_\_\_\_\_

☐ N. Record of Decision: Which Section? \_\_\_\_\_

☐ F. Maps

☐ G. Issues

☐ H. Management Objectives/Goals

☐ I. Management Actions

☐ J. Management Concerns

☐ O. Other: \_\_\_\_\_

6. SUMMARY OF CONTACT AND INPUT (Use reverse side if necessary.):

**Return to: Monument Planner, 27501 Hwy 184, Dolores, CO 81323**

**APPENDIX F: CANYONS OF THE ANCIENTS NATIONAL MONUMENT**  
**INTERIM TABLE OF ORGANIZATION**

**Critical Positions for Resource Protection/Planning**

**Monument Manager (GS-13)**

Will report to the Field Office Manager and due to the close proximity of the Monument will operate out of the Anasazi Heritage Center in Dolores, Colorado. This position is essential for the day to day direction and operation of the National Monument.

**Planning and Environmental Coordinator (GS-12)**

This person will act as the planning team leader during the 3 year plan preparation period. She/he will ensure public involvement, coordinate with contractors, and do what is necessary to complete the plan in a timely manner. Planning components to be completed include: Monument management plan, and EIS. Position will continue as the Monument Planning/NEPA Community Outreach Specialist.

**Supervisory Archeologist (GS-12)**

Specialist will provide cultural resource management leadership for the National Monument. Ongoing stabilization and evaluation of significant cultural features is necessary to protect the objects of the Monument. Position would be the lead for contracts for inventory and stabilization and developing partnerships for management of Cultural resources and involvement in planning effort.

**Interpretation/Education Lead (GS-11)**

Specialist will provide expertise for interpretation and education of Monument objects.

**Interpreter/Recreation Assistant (GS-9)**

Patrols the monument for visitor contact; answers visitor questions; monitors, analyzes, reports, and responds to changes and trends in visitation and visitor needs; interprets resources and educates visitors about resource protection and the Leave No Trace ethic; and ensures visitor satisfaction and safety. Assists with commercial and private user contact, Wilderness Study Area monitoring coordinate volunteer projects and will conduct minor facilities maintenance on a daily basis (e.g, toilet cleaning, trash pickup).

**Law Enforcement Ranger (GS-9)**

Law Enforcement presence is critical to help control the high incidence of vandalism to facilities, personal property and natural resources. Trespass, OHV and permit violations are also important. The position will be responsible for the Monument and assist as needed in the Field Office Jurisdiction. The position will routinely make helpful visitor contacts and disseminate information. The individual will participate in search and rescue operations in the Monument and will coordinate with local law enforcement entities (including CDOW, city and county enforcement) and with seasonal recreation and archaeology technicians. The individual will assist staff in educational outreach efforts in the communities.



**GIS/Data Systems, USFS-Dolores Public Lands Center (GS-9)**

Critical for the planning effort in taking baseline data and turning it into graphic formats for public meetings and workgroups. Will develop maps for alternative development, public presentations, and decision making during the planning process. During implementation of the plan, the position will transition to assisting field personnel in achieving compliance, monitoring, long term archiving of Monument data, trend analysis, capacity analysis, and other Monument needs. This position will work closely with US Forest Service staff in the Dolores Public Lands Field Office and will provide GIS expertise to the staff.

**Ecologist, USFS-Dolores Public Lands Center (GS-11)**

Specialist provides ecological data collection, monitoring of resource conditions and ecological analyses for management within the National Monument. Critical for completing analyses and recommendations for the Rangeland Health Assessment completed in FY2001. Compliance with rangeland health standards, implementation of grazing guidelines and continued livestock grazing are anticipated to be some of the most volatile planning issues.

**Seasonal Biological Technicians (GS-5)**

Conduct baseline Watershed Assessments on the Monument landscape for baseline land health determinations. Positions supervised by USFS Ecologist in Dolores.

**Contracting**

Contracting is proposed for preparation of the Canyons of the Ancients National Monument Management Plan. Tasks to be completed by contractors with staff review include cultural resources data collection, facilitation and organization of public involvement, writing of draft and final Plan/EIS.

**Use of Existing Workforce**

Resource specialists in the Dolores Public Lands Field Office and San Juan Public Lands Center staff will continue to work and contribute support within the Monument to assist and supplement the Monument staff with needed skills. Examples include administration of grazing permits, wildlife habitat and endangered species work.

**Note:** A core team composed of existing Field Office, San Juan Public Lands Center, Anasazi Heritage Center and Monument staff will provide the resource expertise necessary to complete the plan.

**Table of Organization**

The target Table of Organization for the Monument and Anasazi Heritage Center is attached.

**TARGET TABLE OF ORGANIZATION**  
 (dependent on funding)  
**FOR THE**  
**CANYONS OF THE ANCIENTS NATIONAL MONUMENT & ANASAZI HERITAGE CENTER,**  
**DOLORES, COLORADO**

